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ABSTRACT

The speeches and papers presented in this conference report are concerned with the information needs of migrant workers and immigrants and the current provision of this information in the press, radio, television, and educational systems of host countries. National reports on the situation of migrant workers in 14 countries are presented, including reports from Australia by Des Storer and Alan J. Matheson; Austria by Michael Segal and Benno Signitzer; Cyprus by Mikis Sparsis; Denmark by Jan Hjarnoe; the Federal Republic of Germany (West Germany) by Manfred Oepen; Finland by Taisto Hujanen; Luxembourg by Claudia Hartmann-Hirsch; the Netherlands by Denis McQuail; Norway by Ole-Kristian Hjemdal and others; the Soviet Union by S. Mikhailov; Spain by Pablo Lopez Blanco; Switzerland by Jean-Pierre Vorlet; the United Kingdom by Charles Husband; and Yugoslavia by Aleksandar Spasic and Miroljub Radojkovic. Opening speeches by Urpo Leppanen (Finland) and Colleen Roach (UNESCO) and a summary of the national reports are also presented as well as an outline of the objectives and framework of a proposed joint international study of the communication situation of migrant workers. Appendices contain a list of conference participants, a 12-item bibliography of international documents relating to the role of information in the realization of the human rights of migrant workers, a brief summary of current or proposed research in this area, and a conference agenda. (ESR)

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Taisto Hujanen (ed.):

12/1984

THE ROLE OF INFORMATION IN THE REALIZATION OF THE HUMAN
RIGHTS OF MIGRANT WORKERS

Report of International Conference, Tampere 19-22 June 1983

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2

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Taisto Hujanen

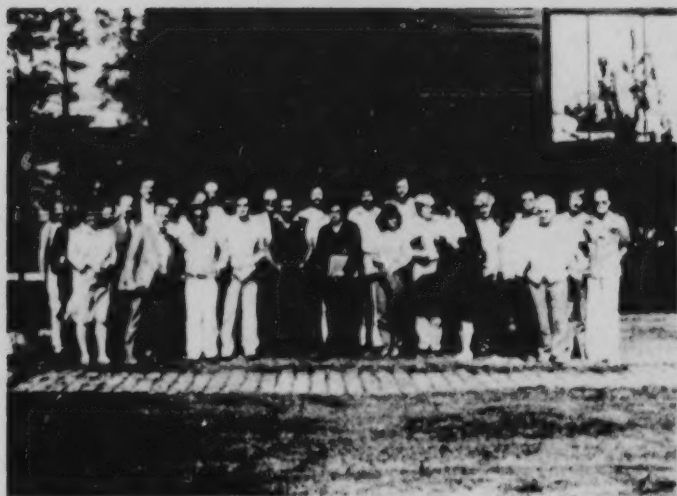
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The report contains the speeches and other documents of the Conference on "The Role of Information in the Realization of the Human Rights of Migrant Workers" which was held in Tampere (Finland) from the 19th to the 22nd of June 1983. Most of the space is devoted to the national reports of the participants with a general review of the communication situation of migrant workers as applied to the special concerns of each country and of the existing research in the field as well as of the need for new actions. The Conference initiated a joint international study concerning the communication situation of migrant workers; its objectives and framework are documented in the Final Statement of the Conference (Part IV of the report).

Table of ContentsPages

Editor's Note	1
I OPENING SESSION	5
1. Opening Speech by Mr. Urpo Leppänen, Minister of Labour (Finland)	6
2. Statement by Miss Colleen Roach, UNESCO	9
II GENERAL DISCUSSION	13
1. Opening Address by Mr. Taisto Hujanen, Department of Journalism and Mass Communication, University of Tampere	14
2. Statement by Mr. Aleksandar Spasić, Yugoslav Institute of Journalism and Mr. Miroljub Radojković, University of Belgrade	17
III NATIONAL REPORTS	21
1. Summary of National Reports by Taisto Hujanen	23
2. National Report of Australia by Des Storer and Alan J. Matheson	51
3. National Report of Austria by Michael Segal and Benno Signitzer	79
4. National Report of Cyprus by Mikis Sparsis	93
5. National Report of Denmark by Jan Hjarnoe	111
6. National Report of the Federal Republic of Germany by Manfred Oepen	125
7. National Report of Finland by Taisto Hujanen	155
8. National Report of Luxembourg by Claudia Hartmann-Hirsch	177
9. National Report of the Netherlands by Denis McQuail	195
10. National Report of Norway by Ole-Kristian Hjemdal, Tor Birkeland, Guri Larsen and S. Ananthakrishnan	207

11. National Report of Soviet Union by S. Mikhailov	227
12. National Report of Spain by Pablo López Blanco	237
13. National Report of Switzerland by Jean-Pierre Vorlet	257
14. National Report of United Kingdom by Charles Husband	277
15. National Report of Yugoslavia by Aleksandar Spasić and Mirosljub Radojković	315
IV FINAL STATEMENT OF THE CONFERENCE (including List of Participants)	329
V PROGRAMME	345



The Conference was attended by scholars
and experts from 15 countries.

Photo: Ismo Söderling

Editor's Note

In November 1982 Department of Journalism and Mass Communication at the University of Tampere contacted the National Commissions for UNESCO in Europe, North Africa and North America and asked them to inform relevant scholars and other experts in their respective countries about a joint research effort concerning the communication situation of migrant workers. Through these and several other more informal contacts we finally managed to get in touch with approximately 40 experts in 15 countries who were then invited to participate in the opening conference of the project in Tampere from the 19th to the 22nd of June 1983. The conference had as its title "The Role of Information in the Realization of the Human Rights of Migrant Workers" and, as the title says, the conference discussed the contribution of information in the promotion of human rights of migrant workers. The main goal of the discussions was to define a framework for a joint international study which would analyse the communication situation of migrant workers from the point of view of human rights.

This report contains the speeches and other documents of the above conference. Most of the space is devoted to Part III of the report where the so-called national reports of the participants are included. Those reports consist of a general review of the communication situation of migrant workers and its determinants as applied to the special concerns of the respective countries. In addition the existing research in the field is reviewed and analysed in the reports, as well as the need for new actions. From two countries represented at the conference, namely Poland and Sweden, there were no written contributions available, while on the other hand, a paper was received from Australia which, in the end, was not able to send its authors to the conference.

The joint international study which was initiated at the conference includes two parts: 1) a comparative part based on a series of common variables identified in Appendix III of

2

the Final Statement of the conference (see Part IV of this report), 2) a national sub-study whose object and approach will be defined independently by each participating country. Each partner of the study will finance both elements of the project on a national basis, i.e. no common funds are available for the implementation of the single studies. However, it is hoped that UNESCO or some other international organization would assist in the co-ordination of the study in the form of meetings, seminars or collective publications. At about the same time as this report was ready for printing, UNESCO concluded its general conference in Paris and it is now sure that it will be connected, in some way, with the co-ordination of the study.

As it is documented in the Final Statement of the conference (see Part IV of this report), participation in the study is open to any interested party which recognizes and accepts the principles of the study. The parties ready to join the study should communicate their intention to do so to the organizer of the conference by the 30th of June 1984. The address of the organizer is: The Department of Journalism and Mass Communication, University of Tampere, P.O. Box 607, SF-33101 Tampere 10. Although the focus of the study is on the European situation, partners from the traditional countries of immigration, Australia, Canada and USA are welcomed to join the study. This kind of broad research setting would make it possible to compare the traditional immigration with the more recent forms of international migration with respect to communication and information.

Against the above background the term "migrant workers" used in the name of the joint study and the conference may cause some confusion. As it is said in the Final Statement of the conference, the term is adopted for the sake of concurrence with various international documents dealing with the problems of international migration. So, in this report the term "migrant workers" functions as a common label for several identifications of migrants, like foreign workers, alien workers, seasonal workers, immigrant workers

and, finally, immigrants. By choosing this label we do not mean that the situation of the so-called 'migrant workers' would affect only labour market policies but, quite the opposite, we argue that their situation (including that of their families), increasingly corresponds to the problem of traditional emigration and immigration.

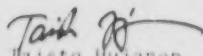
Therefore, we fully agree with a resolution adopted by ECOSOC in 1979 which affirms that the situation of migrant workers should be considered "in an interrelated manner, and in relation with general factors, including economic, political, social and cultural factors and the requirements of respect for human rights and human dignity" (see Part IV, Appendix II, of this report). This is in line with the Final Statement of the conference where the communication situation of migrant workers is seen in the context of factors like language, culture and education as well as of socio-economic aspects of migration. Consequently, it is said that these factors should form the basis of any communication policy concerning migrant workers.

Not only the terminology, but also the language of the report may, in a general way, confuse the critical reader. Although the language of the conference was English only a few of the participants spoke English as their mother tongue. The result is that the papers included in this report demonstrate variations of the English language which surely do not meet the standards of native speakers. In this respect the report is a good example of the problems which may disrupt cross-cultural communication.

According to its original plan this report should have contained a summary of the general discussion which took place at the beginning of the conference. As often happens, human skills are not enough to control high quality technology, and that was indeed the case at the conference center "Murikka". The result was that I was not able to make use of those tape recordings made in the course of the general discussion. However, I can say that most of the elements of the discussions are included in the national reports of the participants and other documents of this report.

Finally, on behalf of the organizer I would like to thank all the participants and other contributors for their assistance in the implementation of the conference. United Nations' Cultural, Scientific and Educational Organization UNESCO paid the most part of the finances of the conference and as well has supported the project in its earlier phases. For all these contributions we would like to express our warm gratitude to the Director General and the Sectors of Communication and Social Sciences of UNESCO. From domestic partners we would like to thank first of all the Ministry of Education who participated in the financing of the conference and the Ministry of Labour whose contribution made possible the printing of this report.

In Tampere the 29th of November 1983,


Taisto Hujanen
Editor

I OPENING SESSION

1: Opening Speech

BY MR. UPPS LERPPÄNEN, Minister of Labour (Finland)

Distinguished Participants, Ladies and Gentlemen,

It is a great pleasure for me to welcome this distinguished audience to Finland, especially as we experience the promotion of the status of the migrant workers in all respects as being of vital importance. As a background for this statement, let me first present to you some basic facts concerning Finland as a country of emigration.

Since 1945 over half a million Finns have emigrated from the country, mainly to Sweden. Taking into account the number of those emigrants who later have returned back to Finland - about 40 % of all emigrants - it is estimated that since 1945 the net emigration from our country amounts to some 500 000 persons; in absolute terms this number may not sound very high but in proportion to the population of four and a half million people in Finland it constitutes a share of 6 per cent of the total population. Against this background it is easy to understand our natural interest towards international co-operation concerning migrant workers and international migration in general.

The special aim of this conference is to promote the realization of the human rights of migrant workers in the field of information and communication. The Migration Council, an expert board subordinate to the Ministry of Labour in Finland, discussed the plan for the conference last year and found that the bilateral co-operation between Finland and Sweden in migration affairs is a fruitful basis for the active role of Finland in the actions related to international migration.

One of the guiding principles of the Finnish policy concerning the situation of the Finns in Sweden has been that Sweden, as a receiving country, should be responsible for taking

care of securing basic economic, social and cultural rights for Finns in Sweden. We can say that this standpoint corresponds to the spirit of the Common Nordic Labour Market, existing since 1951, and making possible the free movement of people between the Nordic Countries. Applied in the field of information and communication, this policy would mean that the receiving country is in the first place responsible for the improvement of the migrant workers' situation. As in other fields of action these efforts should be realized in harmony with the actions of the country of origin.

A short review of the situation of Finns in Sweden reveals that their position in the field of information and communication is, by international comparison, rather good. A study made in Finland in 1976 on the special broadcasts directed to migrant workers in various Northern and Western European countries showed that within a single country of immigration the situation of Finns in Sweden was better than of any other migrant group in the countries concerned as to the service of radio and tv programmes in mother tongue. To-day Finns in Sweden receive about 10 hours a week radio programmes in Finnish, more than 3 hours tv programmes and, in addition, 20 local radio stations transmit programmes in Finnish.

Despite positive development there are still important problems to be solved concerning the communication situation of Finns in Sweden. An important problem which has been on the agenda since the beginning of 1970's is the audibility of Finnish radio and the visibility of the Finnish TV in Sweden. Only a few days ago the Finnish Government has decided on Finnish participation in the Swedish Telecommunications Satellite Tele-X to be launched in 1986. The need of Finnish emigrants in Sweden for radio and tv programmes from Finland was one of the aspects taken into account in the decision. To-day radio and tv programmes play a key role in the contacts with the emigrants, as was stated by the Migration Council in its report in 1982 on return migration. Without reliable knowledge of the situation in the home country the emigrants have no realistic possibility of return.

Eight years ago, in the summer 1975, the representatives of 35 countries of Europe and North America met in the capital of Finland in the Conference on Security and Co-operation in Europe. Related to the topics of the conference the Final Act of the CSCE-conference confirms the right of migrant workers to receive, as far as possible, regular information in their own language, covering both their country of origin and the host country. For me as a representative of the Finnish Government the actual conference sponsored by UNESCO is an expression of the will and ability of the international scientific community to work for those standards confirmed by the CSCE-conference in relation with international migration.

Let me wish success to this conference and hope that the process to be initiated here will result in an over-all analysis of the communication situation of migrant workers. I should like to emphasize that the role of information and communication is not only to make the migrant workers aware of their rights and responsibilities but also to contribute to their equal participation in society and culture in general. My hope is that through the research carried out in this project it will be possible to formulate better measures for national and international communication policies concerning migrant workers.

I hereby declare the Conference open.

2. Statement

by Miss Colleen Roach,
Division of Free Flow of Information and Communication
Policies;
UNESCO

Ladies and Gentlemen:

On behalf of Unesco, I would like to thank you for having invited our organization to participate in your meeting on the international research project entitled "The Role of Information in the Realization of the Human Rights of Migrant Workers".

As you undoubtedly know, Unesco has been concerned with the question of migrant workers for a number of years. The organization's major efforts in this area have focused primarily although not exclusively on improving the education of migrant workers; in fact, there is a specific programme within the Education Sector known as the Programme of Reinforcement of the Education of Migrant Workers and their Families. Almost ten years ago, in October 1973, the Education Sector organized an expert meeting on the education of foreign migrant workers and their children and one reads in the final report that "the meeting studied the potential role of the modern mass communication and information media in the working out of teaching and training methods specially adapted to the conditions, needs and motivation of migrants". And throughout the decade of the 1970s, Unesco's Education Sector continued to organize meetings and seminars on such topics as "The Problems Encountered by Migrants in Adapting to the Host Country and in Readapting on Return to Their Country of Origin" (Geneva, April 1976); "The Planning and Administration of Education for Migrant Workers and their Families" (Paris, December 1976); "The Role of Migrant Workers Associations in the Education and Training of Migrant Workers and their Families" (Paris, July 1978); and "The Factors to be Taken into Account in Extending the Programme of the Education of Migrant Workers and their Families to other Member States Concerned" (Paris, September 1979).

More recently, in 1980, the 20th Session of the General Conference adopted a Resolution (1/01/5b1.2) authorizing the Director-General to encourage co-operation between Member States and the organizations concerned, so as to promote through education recognition of and respect for the cultural identity of minority or marginal groups, especially migrant workers and their families. The education of migrants and their families was also the subject of a Recommendation adopted at the April 1983 Intergovernmental Conference on Education for International Understanding, Co-operation and Peace and Education Relating to Human Rights and Fundamental Freedoms, with a View to Developing a Climate of Opinion Favorable to the Strengthening of Security and Disarmament.

In the Social Sciences Sector, the Unesco Secretariat began as early as the 1950s to give attention to the problems of the cultural assimilation of immigrants (The Cultural Integration of Immigrants, Edited by W.O. Barrired, Paris, Unesco, 1958). And, to quote from a recent background paper prepared by the Sector, "within the context of increasing interest in questions of development, and the new international economic order, this concern with the problems of migration has been sustained; and given the present worldwide problems of migrants and refugees such interest is intensifying". As examples of this interest, one may cite the recent studies in selected countries of Europe on the socio-cultural aspects of the question, published under the title Living in Two Cultures: The Socio-Cultural Situation of Migrant Workers and Their Families (Unesco, 1982). Another recent Unesco publication reviews immigration policies and the development of legislation in five European countries (Belgium, Federal Republic of Germany, France, Netherlands, and Turkey): Immigrant Workers in Europe: Their Legal Status (Unesco, 1982). As for the cultural mandate of Unesco in this area, the organization's responsibilities were spelled out in two recommendations (16 ja 17) adopted at the 1982 World Conference on Cultural Policies held in Mexico City. The first recommendation deals with cultural identity and intercultural relations of migrants, while the second relates to the "extension of intercultural practices to the widest

possible variety of fields" including communication and information.

Although the Communication Sector of Unesco does not have a specific programme on migrant workers at present, we have taken an active interest in all of the above-mentioned activities, especially since the communication component is of increasing importance in other areas of Unesco's competence: education, culture and the social and natural sciences. Unesco will follow, with great interest, the international research project on the role of information in the realization of the human rights of migrant workers, especially since the main objectives and concerns of this project are in keeping with our own goals. Here, I refer specifically to the extension of the right to communicate to disenfranchised groups such as migrant workers, the importance of elaborating national communication policies as an overall communication strategy for dealing with the question of migrant workers, and the all-important problem of the participation of the migrants themselves in elaborating their own communication responses. Finally, I find it especially gratifying that the overall context of this project is a New World Information and Communication Order, for this demonstrates the relevance of the communication debates to the domestic situation of developed countries and allows us to advance fresh ideas, and hopefully, new practices.



The Conference was opened by Mr. Urpo Leppänen, Minister of Labour (Finland)...



and UNESCO's representant was Miss Colleen Roach from the Sector of Communication.

Photo: Ismo Söderling

II GENERAL DISCUSSION

1. Opening Address

by Mr. Taisto Hujanen,
Lecturer, Department of Journalism and Mass Communication,
University of Tampere

Ladies and Gentlemen,

The idea of the project whose opening conference we are now attending was presented in 1977 in a joint colloquium between the Department of Journalism and Mass Communication, University of Tampere, and the Yugoslav Institute of Journalism, Belgrade. The colloquium had a title "The Spirit of Helsinki and the Public Information Media of Finland and Yugoslavia" and it was designed to be a concrete step in the follow-up of the Conference on Security and Co-operation in Europe (CSCE) held in Helsinki, the capital of Finland, in the summer 1975.

In a document signed by Prof. Kaarle Nordenstreng, Chief of the Department of Journalism and Mass Communication, University of Tampere and Dr. Aleksandar Spasić, Director of the Yugoslav Institute of Journalism, after the joint colloquium, the relation of the planned project with CSCE process was considered as follows:

1. In a broad context the communication situation of migrant workers is related to the expressed desire of participating states to contribute to the strengthening of peace and understanding among nations and to the spiritual enrichment of the human personality, regardless of race, sex, language or religion. Further, the communication situation of migrant workers should be seen in relation with increased exchange of experiences in the field of culture, education and, naturally of information.
2. In a narrow context the communication situation of migrant workers is related to the statement of the CSCE Final Act confirming the rights of migrant workers to receive, as far as possible, regular information in their own language, covering both their country of origin and the host country.

from this point of departure the signers of the document present that a joint international research project should be started where the interpretation and application of the migrant workers' rights in the field of information were studied.

Today, six years later, scholars and researchers from 15 countries of Europe meet here in Tampere in order to discuss on the implementation of the project, now having a title "The role of information in the realization of the human rights of migrant workers". An important question to be asked in this situation is, whether the idea of the project still is actual and relevant, after so many years from its birth. Concerning the broad context, the will of people and nations for détente which was expressed in the "Spirit of Helsinki", it is known that severe problems have arisen after the middle of 1970's. But against the background of increasing international tension it is even more important that we, as agents of scientific community, are able to meet and to form an open forum of discussion, where problems of international community can be analysed free from political tensions. In this sense, I believe that the present project still is of great actuality.

Concerning the narrow context, the rights of migrant workers for regular information in their own language, the point of departure of the project has also, as far as I understand, preserved its urgency. This aspect of the communication situation of migrant workers as well as its dimensions in general have been scarcely studied and, therefore, urgent actions are needed both in the field of research and in the practical promotion of migrant workers' rights. This state of affairs is effectively demonstrated by those national reports produced for the actual conference in Tampere.

The idea of this conference and of the total project where it is only the first step, is to promote research and action for the improvement of the situation of migrant workers in the field of information. Despite the joint Finnish-Yugoslav background of the project it is important to point out that

the present formulation of the project, being under discussion here, is purely of Finnish origin. The formulation is developed on the Department of Journalism and Mass Communication, University of Tampere, and no other counter-part is responsible for its faults or advantages.

The present formulation of the project under discussion is affected by the debate on the human rights of migrant workers in the framework of United Nations and its under organizations as well as by the consideration of the topic on the level of non-governmental organizations. That international debate is reviewed in a background report of this conference which was produced in Tampere (Department of Journalism and Mass Communication) with the aid of UNESCO in 1980.

As the original formulation of the project was connected with the right of migrant workers to receive information in their mother tongue, the present formulation has the total complexity of the communication situation of migrant workers in focus. In this way, the present formulation exceeds the consensus of the CSCE conference and tries to develop further the international discussion on the topic.

I consider it as a suitable task for the scientific community to open new dimensions of discussion in affairs where the international consensus still is low. Consequently, I hope that the discussion here does not stay on the level of the consensus between governments but - to the contrary - our minds will be open to new perspectives and solutions. This my hope is especially relevant from the point of view of that draft resolution which will be discussed later in this conference. With these hopes in mind let me express my gratitude on behalf of the organizers for your interest towards this conference and the project which - as I hope - will get its final formulation here.

2. Statement

by Dr. Aleksandar Spasić, Director, Yugoslav Institute of Journalism and Dr. Miroljub Radojković, Assistant Professor, University of Belgrade

Distinguished Colleagues,

The organizers of this conference, our Finnish colleagues have given us great honour with the opportunity to be first participants in the general discussion after our hosts. I like to thank them for that honour, and at the same time, expressing our satisfaction, I would like to stress that we shall appreciate it in our future co-operation.

We would like to remind that Finland has already been the host of two European gatherings concerning the subject we are dealing with. In some days, on the 3rd of July, there will be exactly 10 years from the beginning of CSCE which has started in 1973, and has finished in 1975. Finland and its role in those conferences, especially its contribution in formulating the Final Document, keeps every citizen of Yugoslavia in minds as the example of concrete contribution to the international understanding and co-operation.

The general project presented to this conference, done by our distinguished colleague Taisto Hujanen, deserves our full attention and compliments. It summarises up the great deal of topics and issues covered under the title, "The Role of Information in the Realization of the Human Rights of Migrant Workers". Therefore, I shall limit this discussion only to the interests of Yugoslavia in this field.

It is evident that the spirit of the Final Document, together with so called "Spirit of Helsinki", represent a new quality in international relations, although the results are relatively moderate. It is a new tendency in the field of international communications, too, and touches the problem of international system of values as well. At the same time, in certain debates, we are meeting ignorant attitudes towards the "Spirit of Helsinki". Those attitudes are deeply rooted,

and clearly visible in some discussions concerning the implementation of so called "Third Basket" of Helsinki Conference and especially in the field of communication. A complete explanation of this phenomenon demands serious exploration. Those ignorant, opposing attitudes and opinions are offering no rational solution and as we know it from experience, they have weak effect. But, leaving such attempts aside, we can also observe certain lack of qualified discussion, based on research arguments about the matter we are dealing with at our conference.

The need for regular information is only one, out of many problems arising from economic migration. It is also entirely human need of migrant workers, which imposes certain obligations both for countries of origin and the receiving countries. Consequently, as Mr. Hujanen said, problems of the economic migration could be seen both in the wide and narrow context, starting from the Final Act of the Conference on Security and Co-operation in Europe. About the wider context, we have got more ideas in the opening speech delivered by Mr. Hujanen and in the general project background. As it may be seen from the national report, we have been dealing more with the narrow context of the project. In our opinion, it appears clearly, that the wide context of the project overcomes the communications research, and possibly, will include the researchers and institutions of another kind.

Some investigations into information process among migrant workers in industrialized, European countries - carried out in Yugoslavia - have indicated unquestionably some positive and some negative trends in the course of the last few years. But, it is true that more results about the phenomenon are necessary. Hence, we agree with the UNESCO suggestion expressed in its "Draft medium-term plan 1984-1989" (par. 3029) that the "strengthening co-operation between the research institutions of different countries" is needed. There is no doubt that our subject is of interest for greater number of countries than 15 represented in this conference. If Europe is concerned, we consider that Italy, Turkey, Portugal and Greece, should not have been missed. Some Mediterranean countries have also

great number of citizens embraced by economic migration, Tunisia, Marocco and Algeria, for example, and they are also covered by the Helsinki Final Document.

From the scientific standpoint, it is certainly interesting to discover and to explane all related factors which affect information of migrant workers. That area is insufficiently studied and in the complex of international communication is poorly theoretically based. From the practical standpoint in a sense of possible action, the proposed project may indicate and encourage existing and new forms of co-operation in information of migrant workers, which affirm and assert the most ideal means and ways developed by sending and receiving countries.

Underpinning both goals, Yugoslav part will obey following principles

- 1) Sovereign equality and respect to the rights inherent to sovereignty;
- 2) Non-intervention in internal affairs;
- 3) Respect to the human rights and basic freedom including the freedom of ideas, conciousnesses, religions and convictions.

The Political connotation of these principles, due to the nature of the Final Document, does not minimize their philosophical and humanistic dimension, or the necessity to make them universal human obligations. On the contrary, having in mind the time and conditions, when those principles have been adopted, we can say that they are signs of a new way of looking at Europe and the World, and they ask for active support from everyone of us.

Yugoslav mass media and communication science consider the Final Document of Helsinki Conference as directly in harmony with the nature of non-aligned socialist country in which socio-economic, political and all other form of social organization are based on self management. Socialist self-management and non-aligment are the core of our society, Yugoslav mass media and Yugoslav citizens together with

official bodies back and welcome any step towards détente and peaceful negotiation and co-operation not only in Europe but in the world as a whole. As you know, the sixth UNCTAD conference is just now taking place in Belgrade.

Parallel to the "Spirit of Helsinki", which became great hope of the mankind, in Europe and in mass media in European and other countries, there have been appeared, unfortunately some new "spirits" and tendencies. Concerning the Yugoslav expectations concerning our common general project, we would like to get the answer to the question: what are the origins of those spirits opposing the "Spirit of Helsinki" and who are their creators? This is in line with the fact that the general objectives of the project are covered by the set of humanistic sciences.

Therefore, expressing once again our gratitude and congratulations to the Finnish colleagues, on behalf of the Yugoslav National Commission for UNESCO, we confirm our readiness to take part actively into the realization of wider, or narrower context of this research project.

Tank you very much!

III NATIONAL REPORTS

The Role of Information in the
Realization of the Human Rights
of Migrant Workers

1. Summary of National Reports
by Taisto Hujanen

Introduction

In this summary the situation of migrant workers in eleven countries is reviewed. Concerning ten of the countries the evaluation is based on those national reports of the participants which were available by the 15th of June 1983; in the case of the Federal Republic of Germany an article dealing with the reception of special broadcasts for migrant workers is reviewed.

Concerning each country the summary will concentrate to following aspects

1. General context of migration
2. Expressed goals with respect to language, culture and communication
3. Channels of communication
4. Need for research concerning the communication situation of migrant workers
5. National sub-project
6. Approach to research.

Finally, conclusions and recommendations are made from the point of view of the planned international research project on the role of information in the realization of the human rights of migrant workers.

PART I: SUMMARY OF THE CONTENTS

AUSTRALIA

Authors: Des Storer & Alan J. Matheson

1. General context of migration

Among the countries reviewed here Australia represents traditional countries of immigration. As the authors state, in Australian literature and research the term "migrant worker" refers to overseas born workers who in the main are permanent settlers in Australia. Despite their permanent status the overseas born workers in Australia, however, fulfil the same social and economic functions as migrant workers in the European context with their more temporary status.

The share of the overseas born people in Australia is 20,6 % (1981) of the total population. Since 1947 3,5 million immigrants have entered Australia, giving birth to 2,2 million children. Of these 3,5 million immigrants 42 % have come from Britain, with the remaining 58 % coming from more than 100 different countries. With Britons other large immigrants groups are Italians, Greeks, Yugoslavs and Germans. Lately, the share of Asian immigration has increased in contrast to European immigrants.

2. Expressed goals with respect to language, culture and communication

The authors of the report consider the communication situation of migrant workers from the point of view of trade unions. The Australian Council of Trade Unions (ACTU) organised 1981 a national conference of migrant workers and confirmed there among other things the following principle concerning immigration policy:

- a) "the future well being of this country depends on acceptance of the economic, social and cultural implications of a multi cultural, multi racial Australia where all citizens should have the right to maintain and promote their language and culture."

The Australian trade union policy also stresses the right of non-English speaking migrants to learn English. The instruction should take the following form:

- a) 300 hours immediately on arrival whilst the immigrant will be entitled to minimum wage;
- b) a further 600 hours of English instruction to be provided over a two years' period on the job on full pay.

The ACTU expresses its support to Special Broadcasting Service directed to the non-English speaking population and sponsored by the Federal Government. Such broadcasting should aim to serve the needs of the ethnic communities for 1) information, 2) discussion, 3) education, 4) cultural expression and fulfilment as well as provide a forum for 5) communication and interaction between ethnic communities and the wider Australian community.

3. Channels of communication

Since 1978 there exists a government sponsored Special Broadcasting Service (SBS) transmitting radio and tv programmes for the non-English speaking population. Concerning this multi lingual and multi cultural service the authors state as follows:

"The radio stations - one each in the 2 major Australian cities of Melbourne and Sydney - are broadcasting from early morning until late in the evening in more than 30 languages. The television service operates a channel in both of the above cities and shortly is to be extended to other cities. This service always ensures either by direct announcement in English or by subtitling that everything telecast in languages other than English is also understood by English speakers. The other network - radio only - is made of a number of community based stations which operate in a number of cities and provincial centres. Most of these stations carry programmes in languages other than English which are produced by migrant community organisations."

4. Other aspects

The paper does not present any review of the research in Australia concerning the communication situation of migrant workers. In my personal contacts with some other Australian counter parts I have, however, got an impression that such research is almost non-existent. The paper agrees with the background report of this project (Hujanen 1980) stating that there is a need for special kind of communication policy concerning migrant workers which is created by international migration as a phenomenon.

AUSTRIA

Authors: Michael Segal & Benno Signitzer

1. General context of migration

In Austria the share of migrant workers of the total active population is 6,2 per cent (July 1981). The number of migrant workers was highest in 1973 accounting to 226 384 persons; later the number has decreased to 156 100 persons in 1982. Over the years, 4/5 of the migrant workers has been of Yugoslavian and 1/5 of Turkish origin. About the status of migrant workers the authors state: In the official policy Austria is not considered as a country of immigration. The integration of migrant workers is not encouraged and, consequently, the authorities stress the rotation principle keeping the larger part of migrant workers "freely disponible".

2. Expressed goals with respect to language, culture and communication

The authors do not refer to any discussion on this matter. Some information is given about the children of migrant workers in the Austrian school system. In general, there are no special provisions concerning the education of migrant children. Two pilot experiments have been started, one of them concerning the special training of German

language for migrant pupils, another one the courses in Serbo-Croatian and Turkish languages for migrant children.

3. Channels of communication

Especially the communication situation of Turkish migrants is very poor; there are no regular publications specially designed for them. In the radio the ORF transmits daily a 5 minutes' programme for each of the main migrant groups. No special tv programme for migrant workers exists.

4. Need for research concerning the communication situation of migrant workers

The existing research on migration and migrant workers is concentrated into the general features of the socio-economic situation of migrant workers. A Ph.D. dissertation is made by Michael Segal (1981) concerning the image of migrant workers in the printed press of Salzburg and Munich.

It showed that the coverage of migrant workers in the press is characterised by dimensions as a) migrant workers as a facet of labour market relations, and b) migrant workers as participants in criminal acts. The authors refer also to a public opinion poll conducted in July 1982 which showed that hostility towards migrant workers is a very actual problem among the host population.

5. National sub-project

A brief outline for a national sub-project is presented in the report. As far as I understand the project would continue the work done by Mr. Segal in his dissertation aiming at the analysis of the reporting of the Austrian mass media in migration affairs. A special emphasis would be the analysis of editorial policies concerning migration issues.

6. Approach to research

The point of view of the human rights would overlap all the issues under study. Several methods would be applied: comparison of the media content with "statistical" reality, in-depth-interviews with various agents of communication, a case study analysing the communication situation of a migrant family in the Salzburg area.

CYPRUS

Author: Mikis Sparsis

1. General context of migration

Among the estimated population of about 634 000 people in Cyprus there are 78,9 % Greeks, 18,4 % Turks and 2,7 % various minor groups. During the British colonial rule a constant emigration of Cypriots took place from the island to the British Islands and the United States. In 1960 Cyprus became independent and since then the major emigration from the country is connected - as the author calls it - with "the Turkish Invasion of 1974". It is estimated that between July and December 1974 something like 35 000 Cypriots left the island either temporarily or on a permanent basis. One of the present features of the Cyprian emigration is the recruitment of Cyprian workers to the countries around Arab Gulf on a temporary basis.

2. Expressed goals with respect to language, culture and communication

The point of departure of the Cyprian policy of emigration is that employment abroad should be seen only as a temporary measure to relieve the hardships of mass unemployment.

In harmony with that aim the government established in 1977 a permanent "Overseas Service for Cypriots". Amongst the main objectives of the service are:

- a) the maintenance of constant and immediate touch with Cypriots living abroad with a view to assisting in the solution of their social, cultural, educational and other problems;

- b) the constant supply of information concerning matters which are of direct or indirect interest to them.

3. Channels of communication

See the above point.

- 4. Need for research concerning the communication situation of migrant workers

The author points out that up to now no review of the topic has been made in the country.

5. National sub-project

No plan for a national sub-project is presented in the report. About the total project "The role of Information in the Realization of the Human Rights of Migrant Workers" the author states that it will no doubt assist the national authorities in Cyprus to decide on this matter.

DENMARK

Author: Jan Hjarnoe

1. General context of migration

In January 1982 there lived 101 914 foreigners in Denmark which is approximately 2 % of the total population. Scandinavian nationals constituted 21,7 % of the foreigners, 23,4 % were nationals of EC countries and 30,4 % were from Turkey, Yugoslavia and Pakistan. Today Denmark belongs to two systems of free movement of labour force, namely that of Nordic Countries (since 1954) and that of EC countries (since 1973).

- 2. Expressed goals with respect to language, culture and communication

The aim of the Danish policy of immigration is to integrate the immigrants into the Danish society. The author concludes: "What is meant exactly by the term integration is not precise, and at present the question of immigration is subject to

a widespread debate." He also states that the Danish education authorities have been criticised for exercising a tough policy of assimilation paying too little respect and consideration to cultural background of the immigrant children.

3. Channels of communication

Concerning information about the rights and responsibilities of migrant workers in Denmark the role of trade unions and their special clubs for migrant workers is emphasised in the report. No regular printed publication for migrant workers exists for the moment but one is planned by the Ministry of Internal Affairs. The Danish Broadcasting corporation transmits five times a week a 5 minutes' news-bulletin in Serbo-Croatian, Turkish, Urdu and Arabic. Once a week a social magazine of 15 minutes is transmitted in the same four languages.

The author concludes that many of the immigrants seem to be more interested in information concerning their home country, especially their home village, than concerning the life in Denmark.

4. Need for research concerning the communication situation of migrant workers

A special committee on immigration research has worked in Denmark since the beginning of 1982. The committee is at present engaged with six projects, none of them being directly connected with the communication situation of migrant workers. The author refers to one study on communication and migrant workers by Kleback and Horst (1977) investigating the knowledge and understanding among the immigrants of the Danish public health and social security systems.

5. National sub-project

At the end of the report it is stated: "The Danish Social Science Research Council will initiate research on immigration

in the coming years. The Council has not yet considered making a project proposal of a national sub-project within the framework of the project "The Role of Information in the Realization of the Human Rights of Migrant Workers". The Council is represented here in order to follow the Development of this project and see if attempts should be made in order to initiate a Danish sub-project."

FEDERAL REPUBLIC OF GERMANY

Concerning the Federal Republic of Germany there was not any national report available. The following short review is based on an article by Michael Darkow and Josef Eckhardt published in EBU Review (Programmes, Administration, Law, Vol. XXXIV, No. 1 January 1983) with a title "Hardly different from the Germans themselves". The article summarizes the results of an ARD/ZDF project to determine the media utilization of Greek, Italian, Yugoslav, Spanish and Turkish immigrant workers in the Federal Republic of Germany. In the following some excerpts from the article are presented:

The basic level of television and radio set ownership is scarcely lower than that of the resident German population; 90 per cent of foreign households have at least one radio set and 88 per cent at least one television set. Only among the Yugoslavs the figures are clearly below the German average.

Television and radio are the most important mass media for foreigners living in Germany, with television very much in the lead. On an average weekday, more than two thirds of foreigners watch television; more than half listen to radio. German language newspapers or periodicals are read by a third of the foreigners every day; just as many read newspapers in their native languages each day.

Concerning the second generation immigrants it is concluded that television as a leisure occupation for children seems to be more readily accepted by immigrants parents than by the Germans.

The special broadcasts for immigrant workers by ZDF and ARD have a big and enthusiastic audience. Concerning television the most important programme elements are news and information from the home country. Music from home is the second most important component for immigrants. The next position in the ranking is shared by cultural or entertainment items and advice on living in the Federal Republic. The authors conclude that the foreigners expect, and to a very much greater extent, items that will help them maintain their relationship with their home country rather than items that might be of importance for their lives in the Federal Republic. Radio programme preferences of the immigrants follow in the main the similar pattern. However, concerning radio, also advice on the rights and obligations of employees in the Federal Republic is highly rated.

FINLAND

Author: Taisto Hujanen

1. General context of migration

Since 1945 over half a million Finns have emigrated from the country, of them 400 000 to Sweden, 11 000 to USA, 20 000 to Canada and 16 000 to Australia. Because of return migration the net emigration from Finland is only a half of the cumulative figure accounting to 280 000 persons (6 % of the total population). Finland belongs to the free Nordic Labour Market and within its limits the main target area of Finnish emigration has been Sweden. The total number of Finnish immigrants in Sweden is estimated to 380 000 persons, including both the first and second generation immigrants.

2. Expressed goals with respect to language, culture and communication

With respect to Finns abroad the Finnish authorities do not actively work for the repatriation of the emigrants. However, it is emphasised that the emigrants should have

real possibilities for return. In this purpose it is proposed - among other things - that the authorities should intensify their information activities towards Finns abroad and develop the cultural services for emigrants. The authorities should work for the maintenance of the cultural identity of the emigrants, including the preservation of Finnish language and cultural heritage. Concerning the Nordic framework it is, however, considered that the receiving countries should take care of cultural and other services for immigrants and, consequently, the countries of origin play only the role of a mediator.

3. Channels of communication

The Migration Council, an expert body submitted to the Ministry of Labour, states in one of its reports that radio programmes of the Finnish Broadcasting Company (YLE) play a key role in the contacts with Finns abroad; therefore, the audibility of the programmes abroad should urgently be improved. Concerning electronic media the most debated question in the late 1970's was the relevance of the Nordic Satellite for the communication situation of Finns in Sweden. Through the Satellite it would have been possible for Finns in Sweden to receive tv programmes from Finland. The Nordic Satellite will not be realized in the planned form, and therefore, the visibility of Finnish TV in Sweden is still an unsolved problem.

There exists two regular printed media designed to serve Finns abroad. The older one, the magazine of Suomi Society is published since 1928. It is a contact forum for the members of the Society residing besides Finland mainly in USA and Canada. The other one, a periodical published by the Migration Council is directed first of all to Finns in Sweden, having an edition of 120 000 copies. It uses two languages, Finnish and Swedish, side by side which means that it potentially can contain information about Finland also to Swedish audience.

4. Need for research concerning the communication situation of migrant workers

Different from the most of the other countries reviewed here there exists some research in Finland concerning the communication situation of migrant workers. First of all, that research has been carried out at the Department of Journalism and Mass Communication, University of Tampere. Hujanen (1976 a and b) have studied the communication situation of migrant workers in the European context and that research has resulted in the idea of the actual project on information and the human rights of migrant workers. Some others have studied the various aspects of the communication situation of Finns in Sweden. In a series of studies sponsored by the Finnish migrant authorities the role of information was also studied. Concerning overseas emigration there exists one Ph.D. dissertation on the Finnish-language press in Canada.

5. National sub-project

A national sub-project concerning "The Finnish Press Coverage of Migration and the Development of the Socio-Cultural Identity of Finnish People" is presented in the report. The purpose of the study would be to analyse the Finnish press coverage of migration affairs and to relate it to certain socio-cultural developments which have affected the formation of the Finnish identity.

6. Approach to research

The main method would be a qualitative content analysis of the press coverage based on the following points of departure:

- a) identification of the critical phases of the identity development during the formative period of Finland as a nation and cultural community (the latter half of the 19th century/the beginning of the 20th century);
- b) identification of the implications to the socio-cultural identity of Finnish people by the fast socio-economic change in Finland after the Second World War.

LUXEMBOURG

Author: Claudia Hartmann

1. General context of migration

In the European context Luxembourg has the highest percentage of foreigners of the total population of the country. Today foreigners constitute 26,3 % of the population of the Grand Duchy Luxembourg. Before the Second World War Luxembourg received mainly Belgian and German immigrants; later Southern European immigrants have dominated the migration flows. Today the Portuguese represent the most important immigrant group in quantity.

2. Expressed goals with respect to language, culture and communication

Because of demographic reasons Luxembourg has favoured permanent immigration. Accordingly, the immigration policy of the country is based on assimilation of the immigrants which is favoured by the fact that the most of immigrants come from nationalities which linguistically and culturally are close to Luxembourg. However, especially for the Portuguese the German language which is used in primary education is a big problem. Despite the fact that in certain areas more than a half of the school children are immigrants no special measures have been developed for their help. The author points out: "... no efforts have yet been made to include a mother tongue curriculum in the schools as was recommended by the Council of European Communities in 1977."

3. Channels of communication

Because of the geographical position of Luxembourg the immigrants can receive with radio and tv programmes in the languages which they understand (first of all in French). Concerning information about their countries of origin the RTL (Radio-Télé-Luxembourg) transmits almost 2 hours a week in Italian, 40 minutes in Portuguese and in Spanish

and Serbo-Croatian each 20 minutes. The audience of those programmes is highest among Italians, next among the Portuguese and lowest for Spanish and Serbo-Croatian sendings. A tv programme of 1.45 hours a week is telecasted in Italian and this programme is designed in common to Italian immigrants in Luxembourg, Belgium and France.

Concerning printed media the author states: "What is badly needed, however, is a press organ supplying information to immigrants in their own language about the social and political problems that concern them directly." Since two years there is a campaign initiated by an association working for solidarity with immigrant workers concerning the right to vote in municipal elections for immigrants.

4. Need for research concerning the communication situation of migrant workers

Besides general socio-economic aspects of migration the Luxembourg studies in the field deal with the education of migrant children. Just the latter point seems to be in the focus of the interest for the moment. No research on information and communication aspects exist.

The author concludes: "No representatives are committed to the defence of the political, juridical and social interests of the immigrant population; no policy exists in this domain, and therefore no communication policy. Intercultural communication is non-existent, either in reality or in the minds of the local population."

5. National sub-project

As a first desideratum it is mentioned the problem of information to foreigners through the mass media. Other interests of the author concern mainly language education of migrant children. The author points out that she is making only proposals; no sub-project is in progress or being outlined for the moment.

SPAIN

Author: Pablo López Blanco

1. General context of migration

In absolute figures the Spanish emigration is a remarkable phenomenon with world-wide and in the European context. From the year 1882 to 1914 Spain lost about 1 million nationals mainly to the American continent. Later, the migration was most violent during the 1960's resulting that from 1960 to 1973 about 1 924 000 Spaniards emigrated from the country, now mainly to European countries. The author of the report states that emigration to Europe was used as a measure against unemployment and without it the development of the Spanish economy had not been possible. Since the middle of 1960's the Spanish authorities have tried to control the migration flows by establishing a public institute called Instituto Español de Emigración (1965). Unemployment is still a problem for the Spanish society and, therefore, emigration is also today seen as a measure of labour market policy. Consequently, in this spirit co-operation is promoted with those countries (mainly in Latin America) which are in the need of qualified labour force.

2. Expressed goals with respect to language, culture and communication

One of the aspects of the Spanish emigration policy is that the emigrants should have possibilities to preserve their nationality and to maintain the cultural and social links with their home country. The present government is trying to strengthen labour offices, Casas de España and cultural and social centers for emigrants in order to offer better assistance to them.

3. Channels of communication

Instituto Español de Emigración is the co-ordinator of Spanish actions towards emigrants abroad. The Institute is responsible for Casas de España, a network of contact

centers for Spanish emigrants in 8 European and 7 overseas countries. There are also approximately 1695 associations of Spanish emigrants which keep regular contact with the Institute. An interesting point is that Spanish authorities fund national schools in several countries of immigration; for example in the Federal Republic of Germany there are 211 classes for this kind of education.

Two regular publications are specialised to serve the Spaniards abroad. One of them is a monthly magazine called "Carta de Espana" printed in 25 000 copies; the second one is a weekly paper by the name "La Región". The Instituto Espanol de Emigración publishes an additional weekly magazine to Spanish emigrants in European countries called "7 Fechas".

4. Need for research concerning the communication situation of migrant workers

The research on migration is concentrated to socio-economic aspects of the phenomenon and, as far as I understand, no study analyzing the communication situation of emigrants has been conducted.

5. National sub-project

A proposal for a national sub-project is made. The subject of the study would be "The role of information in the performance of the cultural rights of emigrant workers".

6. Approach to research

The author refers to the article 27 of the Declaration of the Human Rights pointing out among other things that every person has the right to take part in the cultural life of the community. The research to be carried out should promote all kinds of activities to preserve the cultural identity of the emigrants.

SWITZERLAND

Author: Jean-Pierre Vorlet

1. General context of migration

Since the end of the Second World War the alien population of Switzerland grew steadily and reached the share of 16,8 % of the total population in 1974. This rising trend was cut down during the years 1975-1979, as a considerable number of foreign workers left the country because of the insecurity on labour market. The last few years the trend has been upwards again, and today the foreign workers constitute 14,5 % of the total population. In absolute figures the number of foreign workers was 926 000 in 1982.

Two thirds of the foreign population live in the German speaking Switzerland. Italians constitute 44,5 % of the foreigners, next come Spaniards with the share of 11 %. Other important nationalities in quantity are Czecho-slovaks, Germans, Austrians, Yugoslavs, Turks and Portugueses. Among the resident alien population 76 % have a permanent residence permit and 24 % one year's permit. There are several other kinds of permits regulating the more temporary stay of aliens in the country.

2. Expressed goals with respect to language, culture and communication

Proportionally the foreign impact on the Swiss demography has been very high and, consequently, the debate concerning the foreign impact has often been hot and passionate. Against this background it is not surprising that the central federal authority in migration affairs, the Federal Commission for Foreign Residents' Affairs (CFE), has got as one of its main responsibilities to foster more objective debates about the rights and obligations of foreign workers in Switzerland. In general, the task of the Commission is to further the integration of foreign nationals into the Swiss community. The author, himself a member of the Federal Commission, points out that

information is a real keystone of integration, viewed as mutual respect and sharing of different cultures.

Information should eradicate suspicion, erase prejudices and dispel fears.

3. Channels of communication

The CFE has published and co-ordinated several brochures and leaflets informing foreign workers about their rights and responsibilities. For discussion on the relations between foreign workers and the Swiss citizens the CFE designed in 1978 an audiovisual programme called "We all in Switzerland" including film, slides and printed material. According to the report the foreigners' press in Switzerland is plentiful and manifold. Italians can take advantage of nine publications (of which six appear monthly) and, the Spanish of four. Special radio programmes are being broadcasted to Italian, Spanish, Greek, Turkish and Yugoslav workers; special TV programmes exist only for Italians and Spaniards. Among Italian workers an initiative has been taken in order to receive the Italian TV programmes in Switzerland; 25 000 names have been collected in support for the action.

4. Need for research concerning the communication situation of migrant workers

The author refers to a seminar organised by the CFE and states that during the seminar it became apparent that very little research is done concerning the communication situation of migrant workers. Therefore, the conference in Tampere is welcome and it offers "an extremely stimulating setting for international research on the subject."

5. National sub-project

An outline of a national sub-project is presented concerning two aspects: 1) special information for foreign residents, 2) information for the Swiss citizens about the phenomenon of immigration.

6. Approach to research

The project would aim at a detailed description of the present situation in the field. Analysis of media contents and impact of it on public opinion would also be included in the study. Proposals for a policy of communication and exchange would be made.

UNITED KINGDOM

Author: Charles Husband

1. General context of migration

The author does not present exact data concerning immigration to the British Islands. The basic trends are, however, identified. In the 19th century Irish immigrants constituted an essential part of the labour force constructing railways and canals. After the Second World War the Irish were joined by Poles, Ukrainians and Estonians, later by West Indian immigrants and, finally, by migrants from the Indian sub-continent. The author concludes: "This 'coloured immigration' as it was called became the focus of growing grass roots racism and political disquiet such that discussion of immigration then, and now, has tended to focus upon the Afro-Caribbean and 'Asian' migrants to the neglect of the Cypriot, Italian, Chinese and other ethnic communities which have developed in post war Britain."

2. Expressed goals with respect to language, culture and communication

A Government funded body, the Commission for Racial Equality (C.R.E.), was founded on the basis of the Race Relations Act 1976. It has the duties of working towards the elimination of discrimination, the promotion of equality of opportunity and good relations between persons of different racial groups. It has also the duty to fulfill a promotional role in generating appropriate information. From the point of view of cultural development

the author refers to the survival of mother tongue fluency and literacy. He concludes: "In Britain there is already great concern that the lack of literacy in mother tongue is helping out the younger generation off from relatives in their country of emigration, and from their culture in a wider sense. British Government response to this question has been late and little and this is now an area of increasing pressure for change."

3. Channels of communication

According to the author the emergence of the new Channel Four television station in 1982 acted as a catalyst for ethnic communities to develop their critique of British television. "Black activists are no longer seeking better content in programming they are seeking for better access to power in the institutions." In September this year the CRE will begin a special course of full-time training in journalism designed to help Afro-Caribbeans and Asians to get into journalism. Twenty places will be available of which half will be in radio journalism and half in print journalism.

Today both BBC and the commercial companies have special TV programmes for Afro-Caribbean and Asian immigrants in Britain. According to the author the problem is that too many immigrant communities must take advantage of the same programme and, therefore, the cultural diversity of for example Asian immigrants is neglected. Among other channels of communication local radio can be mentioned. In areas with a high density of immigrants it has become a channel for entertainment and current affairs programmes targeted at distinct ethnic communities.

Newspapers and magazines are available in practice in all immigrant languages. The author refers to "informed sources" and states that the ethnic minority press is serving two general functions: 1) it keeps the reader informed of events in the country of emigration and,

2) provides a partisan commentary on the experience and concern of the ethnic community in Britain.

Two additional channels of communication are worth mentioning: the Black book trade and publishing which has grown both in scope and in importance; music as a vehicle for cultural expression being especially important for the younger generation.

4. Need for research concerning the communication situation of migrant workers

There is one field of information whose role in migration context is rather often studied in Britain. That is the mainstream national press referring to dailies like The Times, The Daily Express or The Sun. The studies show that 'coloured immigration' and its control has been in the focus of the press. According to the author this focus on the coloured immigration problem has fulfilled a special function among the public opinion. I cite: "In a period of social conflict within (white) Britain the emergence of an immigration problem and specifically a coloured immigration problem, generated a spurious sense of national unity in the collective and familiar enterprise of resisting an external threat. The symbolic connotations evoked in the category 'immigrant' not only stigmatized the emerging black communities in Britain, it also reaffirmed the normality of white Britain."

Concerning the ethnic minority press there is almost a total lack of research. That might be the most important desideratum.

5. National sub-project

The author makes a proposal concerning three areas of research:

- 1) An account of the nature of ethnic minority media and their audience in Britain.
- 2) A collaborative study with a specific ethnic minority organization of their uptake of information from academic and civil rights sources.

- 3) A collaborative study with a specific ethnic minority community to investigate possible means of generalizing their experience of employing defence committees, rather than professionals to pursue justice in the courts.

6. Approach to research

The studies should be related to the efforts of ethnic communities to develop information and communication to challenge racism in Britain. Concerning research in this field the author points out that it is easier to generate data, than it is to ask the right question and to feed the information in the appropriate way to the correct audience. The comments of the author concerning his review of the present research are relevant for any research on migrant workers: "One of the greatest dangers is the invisibility of real communities, in specific towns, with unique histories of migration and settlement. Only in relation to such specificity can the role of information in the realization of the human rights of particular groups be understood." (Emphasis added by T.H.)

YUGOSLAVIA

Authors: Aleksandar Spasić and Miroljub Radojković

1. General context of migration

According to the 1981 census in Yugoslavia there lived 815 307 Yugoslav citizens abroad. Of them 577 863 were characterised as migrant workers temporarily employed abroad and 237 444 as family members. Since the 1971 census the number of migrant workers abroad has decreased and in contrast to that the number of family members has increased from 92 000 to 237 444 persons. The major receiving countries of Yugoslav workers are the following: Federal Republic of Germany, Austria, France and Sweden. The authors refer to measures of integration being intensified in the countries of immigration and point out that Yugoslavia accepts all measures of integration,

on condition, that they do not bring into question the links of migrant workers with the native land, national identity and culture. They emphasize that the final goal of Yugoslavia in regard to its citizens abroad has been, and remains to be, their return and reintegration into the socio-economic system of Yugoslavia.

2. Expressed goals with respect to language, culture and communication

A law was passed in 1980 concerning "The Protection of Citizens of the SFRY Temporarily Employed Abroad" and it confirms the protection of the right of migrant workers for regular information about 1) their native country, 2) the country of temporary employment and 3) their rights during the work abroad and upon their return home. This requirement is in a full harmony with the standards of the Final Act of the Conference on Security of Co-operation in Europe (the CSCE). Further, the authors point out that information for migrant workers should contribute to 1) the preservation of their national identity, 2) the development of patriotic feelings, 3) self-management, 4) socialist community, 5) strengthening of socialist consciousness. 6) deepening of the brotherhood and unity of Yugoslav nations and nationalities and, finally, 7) the observance of legal and other regulations of the recipient countries.

3. Channels of communication

In harmony with the goals of its information policy Yugoslavia serves the Yugoslav workers abroad with an exceptionally great variety of channels of information. They are too many to be listed shortly here. A few examples are informative. Four journals specialised to the service of migrants are published with a circulation of 4-15 000 copies each. Ordinary Yugoslav newspapers are exported in 30 million copies a year, the figure increasing with 5 per cent a year. The central radio stations in Yugoslavia produce special broadcasts for

migrant workers abroad constituting a programme total of 38 hours and 40 minutes a week. The Yugoslav radio stations cooperate with 14 European radio stations producing programmes for their use; also the national news agency TANJUG has a special service of migration affairs which is used by European radio stations. According to the authors TV cassettes of Yugoslav programmes have turned out to be a particularly suitable media of information, because in that way the watchers are not dependent on those few programme hours available for migrant workers in the networks of receiving countries.

4. Need for research concerning the communication situation of migrant workers

As in other countries the Yugoslav research on migration is concentrated to socio-economic, demographic, legal and respective aspects of the phenomenon. Only a couple of the studies concern the communication situation of migrant workers. A special problem for Yugoslavia is the situation created by the contact of its migrant workers with a political system different from their socialist home country. Therefore, in a study called "The Endangered Identity" (Leković 1981) the Yugoslav emigration is characterised as a political emigration.

The authors refer to the requirements of the CSCE Final Act and conclude that there exists no over-all evaluation from the point of view of information concerning the implementation of the obligations of the Final Act. The present project to be outlined in Tampere would contribute to a better insight in this matter.

5. National sub-project

The authors express their readiness to join any research co-operation elaborated with consensus in the present conference. Concerning the interests of Yugoslavia in the definition of the research subject the above point (4) is informative.

PART II: CONCLUSIONS AND RECOMMENDATIONS

From the point of view of the project "The Role of Information in the Realization of the Human Rights of Migrant Workers" following conclusions and recommendations can be made on the basis of national reports:

1. Up to now research on the communication situation of migrant workers is almost non-existent. Consequently, there is an urgent need for action in this field. Without sincere knowledge and understanding of the present situation it is impossible to find correct measures in order to promote the human rights of migrant workers in the field of information and communication.
2. The reports demonstrate the will of researchers from various countries to initiate research on the topic, internationally and nationally. Several ideas of research are presented but no detailed plans for studies are available.
3. The need for actions and research is not similar in all countries because of different migration contexts. Also the perspectives of the countries of emigration and immigration seem to be quite different. Therefore, it can be hardly found a subject of studies and a methodology which were common to all participating countries.
4. However, the development of a communication policy concerning migrant workers presumes that migration authorities, media professionals, migrant activists etc. are aware of factors having effects on the communication situation of migrant workers. Therefore,
 - a) in the countries of immigration an over-all survey of the communications situation of migrant workers should be made; list of

variables used in this survey in each country would be designed in working group 2 of the conference.

- b) in the countries of emigration an over-all survey should be made concerning information from those countries to their emigrants abroad.

The results of the above surveys would be reported in the connection with national sub-projects to be initiated in various countries.

5. The subjects of national sub-projects depend on circumstances in various countries, the interests of individual researchers as well as on the sources available for the funding of the studies. On the basis of the national reports it can be concluded

- a) that in the countries of immigration the relations between immigrant communities and the host population are seen as a severe problem which could be affected with information and communications;
- b) that in the countries of emigration the concept of identity with its social, cultural and linguistic dimensions is in the focus of the interest and, consequently, it could be seen as a common ground for studies to be initiated in those countries.

2. National Report of Australia

Information, Human Rights and Migrants:
A Trade Union Overview

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I AUSTRALIAN CONTEXT

The Australian population is one of the most culturally diverse in the world. Only the United States of America and Canada receive more legally processed settlers than does Australia. In sum this means

- Since 1947 3,5 million immigrants have entered Australia, giving birth to 2,2 million children;
- Of these 3,5 million immigrants, 42 per cent have come from Britain, with the remaining 58 per cent coming from more than 100 different countries;
- 40 per cent of Australians were either born overseas in non British countries or born of a parent from a non British country;
- About 400.000 school age children (5-14) come from homes where English is not spoken;
- Those children come from about 140 different ethnic backgrounds and speak about 90 different languages;
- That some 695.596 persons have difficulty with English.

The attached statistical appendix provides details of the distribution, role and vulnerability of the overseas born workforce in Australian industry. Clearly workers from non English speaking countries work in higher proportions in manufacturing and construction industries than do Australian born. Nearly a third of the total workforce in Australia was born overseas.

A decade of research has confirmed the degree to which the non English speaking workforce has been locked into "the dirtiest, least skilled, menial tasks; tasks for which despite unemployment, young native born Australians cannot be found".

Their unemployment rates are higher (Appendix 1 Tables 2.1, 4.1 ja 4.2); their mean average weekly earnings are lower (Appendix 1 Tables 6.1 and 6.2); they are more concentrated in manufacturing - semiskilled, unskilled, process work (Appendix 1 Table 2.2) and if injured at work will more often be denied their rights (Appendix 1 Note 7) than Australian born workers.

It should be noted that in Australian literature and research it is common to refer to "migrant workers". It is used to designate overseas born workers who in the main are permanent settlers in Australia. This is contrast to the European usage of the term which carries the connotation of 'temporary' or 'guest worker' status.

Despite their permanent status 'overseas born' or 'migrant workers' fulfil the same functions, outlined by Barrera¹, of the minority workers in the United States of America or Castles and Kosak² of guest workers in Europe.

Barrera concludes that minority workers represent a distinct structural element in the labour force and that these workers are treated differently from other workers in several ways:

1. Minority workers can be restricted to or concentrated in the lower status jobs and industries. Basically this is doing the dirty work for society. They tend to be concentrated in jobs that are insecure, dirty, unskilled, and at the bottom of the hierarchy of authority where there is little possibility for advancement. In all the developed Western capitalist states, there exists a group of workers to fill the jobs that the more politically established sectors of the working class shun. These marginal workers generally are set apart in some ways so that they lack the social or the political means of defending their interests.
2. Wage differentials can be established for minority workers.
3. They serve as economic buffers or 'shock absorbers' cushioning the impact of economic dislocations on non minority workers.
4. Minority workers serve as a special 'industrial reserve army'.
5. The existence of such a work force has the potential for dividing workers. In America this has meant that black Americans, Mexicans, Puerto Ricans and other are separated out as a distinct group from the rest of workers. In Australia it has meant the practice of restricting certain parts of the manufacturing process or assembly line to a single language or ethnic group.

Migrants in Australia as in other countries have established on complex network of organisations.³ Such organisations in this country as in Europe⁴, serve

- a) "to overcome individual isolation;
- b) to affirm a system of cultural beliefs and symbols in terms of which the new world may be interpreted and understood;
- c) to defend material interests where these conflicts with other groups and
- d) to do 'pastoral' or 'social work' on the individual problems of members."⁵

II MIGRANT WORKERS IN AUSTRALIA

During the 1960's in Australia most migrant organisations were devoted to regional, religious or recreational activities. The 1970's saw the beginnings of a number of more active organisations which began to reflect other needs. Such organisations began to focus on meeting the welfare and education needs of their members.

It was in this period also which saw the emergence of a number of organisations - Federation of Italian Workers and their Families (FILEF), the Spanish Workers Commission, the Australian Turkish Cultural Association - which began to focus on the needs and rights of migrant workers.

These organisations were the prime movers behind a series of migrant workers conferences which were held in a number of major Australian cities.

A major focus of these conferences was the need and right of non English speaking workers to information. The 1973 Conference agreed "that the migrants' lack of representation in the trade union movement, the poor communications between migrants and their unions and between migrants and their fellow Australian workers, has limited the means by which migrants can make their own particular demands known and has prevented their effective participation in the working class struggle. This has helped allow the

continuation of an exploitive and racist immigration policy and the even more vicious exploitation of migrants and especially women migrants by large overseas and Australian monopoly interests. These monopolies have profited immensely from this system to the detriment not only of migrant and Australian workers but of all the Australian people. It has limited and retarded the struggle of all migrant and Australian unskilled workers against these monopolies and thus weakened the whole working class movement."

A program to overcome communication and information problems was to include:

- the establishment of Migrant Trade Union Committees consisting of union members which can meet together and discuss in their own languages their problems and to work out what they and the unions can do.
- election and promotion of migrants of both sexes as union officials and organisers should be encouraged.
- creation of a trade union education program for migrants conducted in all languages.
- trade unions to establish a Trade Union Advisory Centre for migrant workers in association with Migrant Trade Union Committees, not confined to social work, but to develop the active involvement of migrant workers in specific and general trade union campaigns.
- employment of multilingual personnel in union offices as well as
 - union publications and other important services should be multilingual,
 - publication in migrant worker languages of series of special booklets on Unionism and unions, on workers' compensation, long service leave and other conditions.
- union logs of claims to contain these demands:
 - English to be taught on the job, during working hours, without loss of pay and at the workers' convenience.
- All Union meetings and established branch meetings to be conducted in the language of the workers.

The 1975 Conference reflected the growing frustration of the trade union movement to respond to the needs and rights of its non English speaking membership. Despite sporadic

attempts to translate documents, some interpreting at trade union meetings, the odd migrant worker committee little in the view of the organisers had been achieved since 1973. Again there was a call to set up migrant worker centres; to translate awards, industrial legislation and safety regulations into languages other than English and to demand that English language classes be provided in the work place, during working hours and without the loss of pay.

These resolutions were conveyed to the 1975 Congress of the Australian Council of Trade Unions. That Congress agreed that a number of affiliated unions had "endeavoured to overcome the problems of communication by the employment of multilingual staff and the publication of notices and circulars in a number of languages ... while acknowledging the efforts of these affiliated much more needs to be done."

It should be noted that during this period of increased activity by migrant workers there were no attempts to organise these workers outside the established trade union structures. While there was frustration and anger on the part of many non English speaking workers there was a general belief that their needs and rights could only be met within their unions.

III TRADE UNIONS IN AUSTRALIA

Australia's trade union history has been notable for a number of historic landmarks which have provided great benefits for the Australian community.

The 8-hour-day won in 1856 was a world "first", spreading some of the benefits of the gold discoveries. Other pace-setters have included the 40 hour week won in 1948 (now 38 is more general), award provisions for Long Service Leave (became widespread in 1953), and Equal Pay for Women Workers Doing Work of Equal Value (1972).

Australia's unions were modelled largely on the 19th Century craft unions in Britain. For a long period some Australian unions were merely colonial branches of the union in

Great Britain. The number of unions multiplied rapidly leaving a complicated industrial legacy.

The Australian Council of Trade Unions was formed in 1927 following a long period of unfruitful attempts to establish a permanent national union co-ordinating council.

ACTU rules outline the functions of the ACTU, namely, to achieve "The closer organisation of the workers by:

- a) The development of the Trade Union Movement towards an industrial basis.
- b) Groupings of related unions for the purpose of co-ordination with the ACTU on matters of common interest.
- c) Amalgamation of unions where practicable to establish one union in each industry or sector.
- d) The consolidation of the Australian Labor Movement with the object of unification.
- e) Centralised control of industrial disputes in accordance with the provisions of the Rules.
- f) The development of educational facilities.
- g) Political action to secure where appropriate, legislative implementation of the declared policies of the ACTU."

To some very considerable extent the ACTU has achieved a level of co-ordination and consensus amongst Australia's trade unions that seemed unlikely at the outset. The co-ordination goes to such significant issues as

- representation of the trade union movement in national wage cases before the Australian Conciliation and Arbitration Commission.
- representation of the trade union movement before the Australian Government on a wide range of economic, political and industrial matters.
- co-ordination of union activities in major disputes, particularly where the disputes extend beyond the limits of any one State, and where action taken by one union may result in the standdown of members of another affiliated union.
- providing a mechanism for the speedy resolution of disputes between unions, particularly demarcation disputes.

- presenting union viewpoints to the national media.
- through the ACTU State Branches providing the means for union co-ordination within the States of Australia.

Currently 156 unions representing some 2,25 million workers are affiliated to the ACTU.

IV TRADE UNION COMMUNICATION AND INFORMATION POLICIES WITH MIGRANT WORKERS

Evans⁶ in his study of ILO conventions concluded that

"throughout the texts of non-discrimination and on migrant workers, the importance of positive action is emphasized. They do not merely state rights, but also call for the prohibition or elimination of discriminatory practices, and provide for redress where they arise. They call for constructive policies, in the field of legislation, action by employers' and workers, organisations, information, education and the influencing of public opinion."

There would be agreement in Australia with Hujanen's⁷ conclusion that,

"the need for a special kind of communication policies concerning migrant workers is created by international migration as a phenomenon. International migration as such defines the special communication situation of migrant workers. But as a structural feature of the international community it also affects the relations between various countries, their images of each other. Inside countries of emigration it affects relations between those citizens who migrate and those who stay at home; finally in countries of immigration it affects relations between various migrant groups and their relation to the host population."

Any communication policy concerning migrant workers then must take into account the following determinants:

- i the impact of communication policies on the level of international community: on principles guiding the co-operation between nations, on relations between countries of immigration and of emigration, on relations between countries of emigration/ between countries of immigration.

- ii the impact of communication policies on the bilateral relations between countries of emigration and immigration: on the image of respective countries of each other.
- iii the impact of communication policies on the relation between migrant workers and their fellow citizens in the countries of origin.
- iv the impact of communication policies on the relation between migrant workers and the population of the host country.
- v the impact of communication policies on the relation between various migrant groups in the host country.
- vi the impact of communication policies on the special communication situation of a certain migrant group in the host society.⁸

In 1981 the Australian Council of Trade Unions (ACTU) organised for the first time a national conference of migrant workers. While the previous conference in 1973 and 1975 were supported by trade unions this was the first time the ACTU had committed its resources to such a conference. Out of this conference came major recommendations by way of changes to the existing ACTU Immigration policy. That policy now affirms the following:

- (a) "the future well being of this country depends on an acceptance of the economic, social and cultural implications of a multi cultural, multi racial Australia where all citizens should have the right to maintain and promote their language and culture."
- (b) "that settlement in Australia involves a two way process of adaptation for both new comers and the community at large. Both need to appreciate the different values, experiences and cultural realities which exist while at the same time respecting the right of people to preserve and share their cultural identity."
- (c) "the trade union movement has a responsibility to facilitate communication with migrant workers and to provide them with a clear understanding of their rights and responsibilities as workers. Action to achieve these

rights will require both will and resources. Congress therefore urges affiliated unions, to continue to be more actively involved in co-operation with the ACTU and State Branches to:

Negotiate with governments and employers to

- ensure the provision of English classes on the job as a right without loss of pay both for recent arrivals and for those who have achieved some proficiency in English.
- give unions and migrant workers access to trained interpreters to fulfil a variety of tasks in developing and maintaining two way communication.
- develop and maintain broadly based job induction programs and on going safety programs in languages appropriate to the needs of workers.
- provide clear, easily understood symbols and multi lingual signs at the work place for workers' convenience, protection and safety.
- establish paid study leave for Trade Union education through Trade Union Training Authority (TUTA) and individual union courses.

Specifically the policy spells out the kind of programs which will both ensure the rights of overseas born members of trade unions and strengthen the participation of those workers in union affairs. Such programs will include

(i) establishing effective communication with migrant members to ensure that migrant members have access to the knowledge and information they require to function as responsible members of the union.

(ii) encouraging the setting up of appropriate mechanisms: committees of migrant workers at the workplace and in unions, migrant workers centres, specialised staff at the workplace, within unions or at the state and provincial level with the aim of further developing skills and knowledge in union activities, structures and processes and to meet the needs of migrant workers. In particular, Congress recommends to the ACTU Executive that migrant workers centres be established in major cities and major industrial areas to assist migrant workers with their industrial problems and the affiliated

unions, state branches and provincial councils be requested to co-operate in this process. Any such mechanisms including committees and centres should operate according to the policies of individual unions and peak councils as an integral part of the trade union movement.

(iii) utilizing the facilities of TUTA in supporting the program of integration, including the expansion of courses which meet the particular needs of migrant members and of union officials who work with them.

(iv) encouraging the appointment and training of migrants as union representatives including delegates.

(v) advertising union activities and union elections in different languages and making provision for interpreters to be present to assist non-English speaking members.

(vi) providing multi lingual information in printed or audio visual form which specifies the operation of unions and includes material on issues such as industrial legislation, working conditions, safety regulations, compensation, welfare services and legal assistance.

The right to learn English, the major language of the host community is regarded as basic and the following policy guidelines are to be regarded as official Australian trade union policy:

(i) at least 900 hours of professional instruction in the English language should be available in the first two years of arrival of non-English speaking immigrants;

(ii) that the instruction should take the following form:

- (a) 300 hours immediately on arrival whilst the immigrant will be entitled to minimum wage;
- (b) a further 600 hours of English instruction to be provided over a two year period on the job on full pay. Immigrants who are unemployed would be provided with equivalent hours of free instruction.

(iii) as a matter of urgency there is need for improved funding and the establishment of a permanent educational service for adult migrants in each State; staffed with permanent specialist Adult Migrant teachers together with an upgrading of the respective State Co-ordinating Authorities administration. It is considered that all positions equivalent to a fulltime teaching load should be made permanent and the absolute preference for the filling of these positions should be given to the incumbents.

In Australia there is a specialised network of both radio and television services set up to meet the needs and rights of migrant and ethnic communities. The ACTU "supports this provision of government broadcasting services (both radio and television) to the non-English speaking population of Australia as an extension of services provided to the rest of the community through the Australian Broadcasting Commission. Such broadcasting should aim to serve the needs of the ethnic communities for information, discussion, education, cultural expression and fulfilment as well as provide a forum for communication and interaction between ethnic communities and the wider Australian community.

It affirms the right of members of ethnic communities to participate in both programme and policy making processes."

V TRADE UNION PROGRAMS

While official trade union policy provides guidelines for action by affiliated unions the degree to which such policies are actually implemented is questioned by many non-English speaking members of unions. What follows is an attempt to provide a selected overview of the programs currently being undertaken by trade unions in Australia.

Media

Currently there are two radio and television networks serving the non-English speaking communities in Australia. One is directly supported by the Federal Government - Special

Broadcasting Service (see Appendix 2) - responsible for both a radio and a television network. The radio stations - one each in the 2 major Australian cities of Melbourne and Sydney - are broadcasting from early morning until late in the evening in more than 30 languages. The television service operates a channel in both of the above cities and shortly is to be extended to other cities. This service always ensures either by direct announcement in English or by subtitling that everything telecast in languages other than English is also understood by English speakers. The other network - radio only - is made of a number of community based stations which operate in a number of cities and provincial centres. Most of these stations carry programs in languages other than English which are produced by migrant community organisations.

- i Information on trade union training programs is always announced on these radio networks.
- ii Media releases of the ACTU are circulated to these networks.
- iii The Federation of Migrant Workers and their Families (FILEF) and the Turkish Union of Workers are but two of the migrant worker organisations which regularly prepare programs for these radio networks.
- iv Members of the ACTU Migrant Workers Committee as well as members of individual trade union migrant worker committees regularly prepare specifically trade union oriented material for these networks.
- v With a national labor government now in power it is envisaged that the use by the trade union movement of the ethnic media will substantially develop and expand.
- vi A number of migrant worker organisations regularly publish their own newspapers. Copies of the one published by FILEF, for example are purchased by a number of unions for circulation among their members.

Informational Programs

A number of strategies are currently being developed:

- i specialised staff are being attached to trade unions to ensure the implementation of ACTU policy with migrant workers.

- ii translations of awards, and information on industrial issues is increasingly being undertaken by unions.
- iii regular and systematic translation of such material is not yet the common practice of Australian trade unions although most unions with significant numbers of non English speaking members regularly carry translated material in their journals and newsletters.
- iv a small number of unions have translated their hand-books on union rules and industrial legislation.
- v the ACTU is currently publishing a series of pamphlets in 8 languages on trade union issues.
- vi the ACTU publishes its immigration policy in the major languages of the workplace.
- vii an increasing number of publications on health and safety issues in languages other than English are being published by trade unions.

Language of the Host Community - English on the Job

The policy of the ACTU is for a system of English learning opportunities to be available to non English speaking workers during working hours and without loss of pay. The responsibility of these programs to be carried by government and management.

Under the previous conservative government budgets for these programs have been underspent by hundreds of thousands of dollars each year. Currently only some 6000 workers are able to participate in these programs. In a number of states the unions in co-operation with governments are in the process of developing and expanding 'English on the Job' programs in state run enterprises e.g. public transport system.

While the policy of the ACTU asserts that "at least 900 hours of professional instruction in English language should be available in the first tow years of arrival of non English speaking immigrants ... 300 hours immediately on arrival ... a further 600 hours to be provided over a two years' period on the job on full pay."

At present no such program is in operation in Australia.

Migrant Worker Centres

In two Australian cities there exists a network of migrant worker centres supported by and co-operating with trade unions. Some focus on the preparation, translation and dissemination of occupational health and safety material; others on developing programs for migrant working women and while others serve the information and communication needs of specific groups of trade unions.

Finance for the centres comes in part from trade unions and in part from governments.

Trade Union Training Programs

- i Australian trade unions have established their own trade union training authority (TUTA). In 1981/82 some 400 courses provided training opportunities for more than 7000 trade unionists. Courses vary in length from 2 to 5 days.
- ii Attendance at courses by participants born in non English speaking countries represented about 10 % of student training days.
- III Recently TUTA centres commenced a series of training programs for specific language groups (see Appendix 3).
- iv Apart from specific training programs which are slowly being developed some of the general training programs include sessions designed to enable union organisers and officers of trade unions to be more responsive to the needs and rights of their migrant members.

Communication Needs

- i Trade Unions have been slow to develop skilled and accredited interpreting and translation resources.
- ii Some State governments have begun to make available and accessible to trade unions interpreting and translation resources.
- iii A major part of the work of the migrant worker centres is the provision of such resources.

Community Resources

Encouragement is given to trade unions to make available to their members information on resources in the community which can be utilised.

The most innovative of these resources is the Telephone Interpreter Services (TIS). It currently operates in all capital cities. They are manned by staff interpreters 24 hours a day, 7 days a week in Sydney and Melbourne and 16 hours a day, 7 am - 11 pm, 7 days a week elsewhere (with provisions for emergencies between 11 pm and 7 am). Staff interpreters have between them a wide range of languages and with the support of some 1500 contract interpreters who can be called upon to interpret over the phone or in person can provide an interpreting service in more than 50 languages.

The TIS telephone facilities allow immediate three-way conversations between enquirer, interpreter and a third person (specialist in some field) if necessary.

Information can be provided on a wide range of subjects and where circumstances warrant TIS, may arrange for an interpreter to be present at events such as court hearings, medical appointments, etc. by prior arrangement.

A leaflet called Telephone Interpreter Service, which describes the services briefly in 34 languages is free and available from Department of Immigration offices throughout Australia and from Migrant Resource Centres.

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MIGRANT WORKFORCE: FACT SHEET

Supplement to Migration Act, Vol. VI, No. 2 (1982)

1. GENERAL

1.1 Population by Birthplace (percent)

Place of Birth	1947	1954	1961	1966	1971	1976	1981
Australia	90.2	85.7	83.1	81.6	79.8	79.9	79.4
U.K. and Ireland	7.2	7.4	7.2	7.9	8.5	8.2	7.8
Italy	0.4	1.3	2.2	2.3	2.3	2.1	1.9
Greece	0.2	0.3	0.7	1.2	1.3	1.1	1.0
Yugoslavia	0.1	0.3	0.5	0.6	1.0	1.1	1.0
Germany	0.2	0.7	1.0	0.9	0.9	0.8	0.8
Netherlands	—	0.6	1.0	0.9	0.8	0.7	0.7
Other Europe	0.5	2.3	2.6	2.6	2.5	2.3	2.2
America	0.2	0.2	0.2	0.3	0.4	0.6	0.7
Asia	0.3	0.6	0.8	0.9	1.3	1.8	2.5
Africa	0.1	0.2	0.3	0.4	0.5	0.5	0.6
New Zealand	0.6	0.5	0.4	0.5	0.6	0.7	1.2
Other	0.1	0.1	0.1	0.1	0.2	0.2	0.2
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: Social Indicators No. 3 1980, ABS, Canberra. Unpublished 1981 Census Information

1.2 Birthplace of Australian Population 1947-81: Percentage expressed as a proportion of the overseas born. However overseas born expressed as a percentage of the total population.

	1947	%	1961	%	1976	%	1981	%
UK Eur.	541,267	72.7	755,402	42.5	1,117,700	41.1	1,132,525	37.7
Italy	33,632	4.5	228,296	12.8	280,154	10.3	275,863	9.2
Greece	12,291	1.7	77,333	4.3	152,908	5.6	145,524	4.8
Yugoslavia	5,886	0.8	49,778	2.8	143,591	5.3	149,331	5.0
Germany	14,567	1.9	106,315	6.1	107,599	4.0	110,750	3.7
Turkey	252	—	1,544	0.1	19,355	0.7	24,313	0.8
Vietnam	—	—	—	—	2,427	0.1	41,097	1.4
O'ceania Born	744,187	9.8	1,778,780	16.9	2,718,832	20.1	3,003,573	20.8
Total Population	7,579,368		10,506,196		13,548,448		14,575,887	

Source: Charles Price and Jean Martin Australian Immigration: A Bibliography and Digest and Australian Bureau of Statistics Census Bulletins.

1.3 Birthplace by Religion (per cent) Victoria, 1981.

Place of Birth	Catholic	Anglican	Uniting	Orthodox	Total Cem.	Muslim	Total N. Cem.	Total Other*
Australia	26.1	22.4	6.9	2.3	74.6	0.3	0.8	24.6
U.K. and Ireland	13.2	39.3	2.9	0.1	72.6	0.1	0.9	26.5
Italy	90.3	0.1	—	0.4	92.9	—	0.1	7.0
Greece	0.7	0.1	0.1	88.0	92.1	0.5	0.6	7.4
Yugoslavia	46.6	0.1	—	31.6	84.0	4.0	4.1	11.9
Total Europe	36.6	15.5	1.3	13.0	78.4	0.5	2.6	19.1
Turkey	1.6	0.1	—	8.5	14.9	75.8	76.7	8.4
Total Asia	21.8	5.1	0.8	10.8	49.4	15.4	26.0	24.6
Total Africa	44.7	9.2	1.1	14.4	82.9	3.1	6.2	11.2
Total America	44.2	6.8	2.3	0.8	71.4	0.2	2.7	25.9
Total Overseas Born	34.4	14.0	1.4	12.0	64.1	2.4	5.6	20.3
TOTAL	27.8	20.3	5.6	4.5	73.8	0.8	1.9	24.3

* No Religion, inadequately described, not stated

Source: Cross-classified Table No. 29

1.4 Settlers: Top 10 Source Countries (Country of Birth)

Country	1980/81 No of Settlers	% of Total Intake	Country	1979/80 No of Settlers	% of Total Intake
U.K. and Ireland	32,444	29.2	U.K. and Ireland	17,338	21.5
New Zealand	17,387	15.6	New Zealand	13,181	16.3
Vietnam	12,172	10.9	Vietnam	12,915	16.1
South Africa	3,254	2.9	South Africa	2,765	3.1
Poland	2,914	2.6	Philippines	2,013	2.1
Philippines	2,792	2.5	U.S.S.R.	1,835	2.3
Germany	2,097	1.9	Yugoslavia	1,665	2.1
Netherlands	2,037	1.8	Malaysia	1,585	2.0
Kampuchea	1,938	1.8	Lao	1,425	1.8
Malaysia	1,885	1.7	Poland	1,337	1.7

Country	1971/72 to 1980/81	Country	1961/62 to 1970/71
U.K. and Ireland	309,827	U.K. and Ireland	643,479
New Zealand	70,982	Italy	123,756
Vietnam	40,207	Greece	120,371
Yugoslavia	38,043	Yugoslavia	107,137
Lebanon	29,370	Germany	34,837
U.S.A.	24,221	New Zealand	32,215
Italy	22,923	Malta	26,316
Greece	22,032	U.S.A.	24,036
Turkey	15,637	Netherlands	23,065
India	15,298	India	18,348

Source: Monthly Statistics: DFEA, November 1982

1.5 Components of Settler Arrivals

	June 1982 No.	No.	1981/82 %	Financial Year No.	1980/81 %
1. SELECTED IMMIGRATION PROGRAM					
Family Reunion	1,683	21,438	18.1	18,579	17.8
Spouses and Dependents	831	12,320	10.4	10,311	9.3
Special Family Reunion	521	6,823	5.7	6,715	6.0
Financ(e)	68	1,557	1.3	1,488	1.3
Other (special approval)	43	736	0.6	1,058	1.0
Good Eligibility	4,288	57,882	48.3	48,388	45.5
Independent Applicants	3,702	50,377	42.4	40,776	38.7
Employment Nominees	556	7,185	6.1	4,413	4.0
Special Eligibility	94	1,478	1.2	668	0.6
Patrials	12	52	—	79	0.1
Entrepreneurs	31	810	0.7	347	0.3
Retirees	26	266	0.2	188	0.2
Others	23	348	0.3	264	0.2
2. REFUGEES	519	26,733	17.5	21,847	19.7
3. NEW ZEALAND CITIZENS	796	12,923	10.9	18,863	17.1
4. OS BORN CHILDREN OF AUSTRALIAN CITIZENS	92	1,177	1.0	1,545	1.4
5. OTHER	137	1,812	1.5	3,128	2.9
6. TOTAL NEW POLICY (K codes)	984	1,579	1.3		
TOTAL	8,343	118,700	100.0	111,190	100.0

Source: Monthly Statistics: DFEA, November 1982

1.6 Settler Arrivals by Category and Level of Skill: Financial Year to June 1982

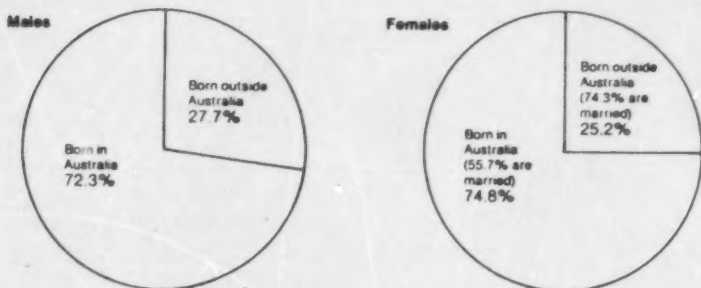
LEVEL OF SKILL	Family Reunion	General Elig.	Refugees	Special Elig.	TOTAL
Professional & Technical	890	6,708	204	1,883	9,685
Clerical Comm & Administ	1,216	4,303	257	1,423	7,199
Skilled	416	8,393	200	1,699	10,708
Semi-skilled	2,117	5,540	4,195	2,074	13,926
Unskilled	997	822	5,035	592	7,446
Not Stated	241	119	1,012	83	1,465
Sub total	5,877	25,885	10,903	7,784	50,429
Workers	15,560	31,643	11,014	10,054	68,271
Dependents					
TOTAL	21,437	57,528	21,917	17,818	118,700

Source: Monthly Statistics: DFEA, November 1982

2. AUSTRALIA: A MULTICULTURAL WORKFORCE

- Outside the Middle East Australia has the most diverse workforce of any western industrialised country.
- Migrants — defined here as persons born outside Australia — are more than a quarter of the total workforce.
- Migrant men represent 27.2% of the total male labour force and migrant women represent 24.5% of the total female labour force.

Source: ABS, The Labour Force, June 82 Bulletin No. 6203.0



2.1 Civilian Labour Force, By Birthplace, August 1982.

	Employed		Unemployed		Labour force	Unemployment rate	Participation rate(s) — per cent —
	Full-time workers	Total	Looking for full-time work	Total			
— '000 — PERSONS							
Born in Australia	3,845.3	4,681.9	273.2	322.4	5,004.7	6.4	60.5
Born outside Australia	1,418.0	1,665.7	112.3	136.1	1,801.7	7.6	62.1
Africa	44.7	53.5	—	5.2	58.7	8.9	65.4
America	39.1	45.1	—	5.6	50.7	11.0	66.4
Asia	182.4	209.2	21.3	25.6	234.7	10.9	61.5
Lebanon	18.9	22.1	—	—	26.5	—	60.2
Europe	1,061.6	1,242.8	75.4	90.5	1,333.3	6.8	61.1
Germany, Fed. Rep	44.6	53.7	—	—	57.4	—	62.1
Greece	78.1	87.9	4.9	5.5	93.4	5.8	67.0
Italy	131.0	147.7	6.5	7.8	155.4	5.0	60.0
Malta	29.7	32.9	—	—	35.5	—	58.7
Netherlands	46.9	59.2	—	—	63.3	—	61.6
Poland	22.7	27.8	—	—	30.1	—	49.4
U.K. and Ireland	532.4	634.1	39.0	47.4	681.5	7.0	61.0
Yugoslavia	83.7	92.1	7.0	7.6	99.7	7.6	64.4
Oceania	90.3	115.1	7.1	9.1	124.2	7.4	72.6
New Zealand	74.4	95.9	6.1	8.0	103.9	7.7	73.8

(a) See the definition of the labour force participation rate in the Explanatory notes.

Source: ABS The Labour Force, August 1982 Bulletin No. 6203.0

2.2 Employed Persons: Birthplace by Occupation 1981 Census (% of birthplace)

OCCUPATION	Birth in Aust.	N.Z.	U.K.	Gr.	It.	Lab.	Yug.	Asia
Professional, Technical	14.2	14.8	15.1	2.8	3.6	2.4	3.5	19.0
Admin. Exec. & Managerial	5.3	5.8	6.2	4.7	4.2	4.5	1.7	5.0
Clerical	18.6	18.5	17.8	4.7	6.9	5.8	4.9	16.4
Sales	8.9	8.7	8.9	14.0	7.4	13.6	3.1	6.1
Farmers, Fishermen, etc.	7.8	3.3	2.4	2.4	6.7	0.8	2.3	1.2
Transport & Communications	5.1	4.6	4.5	4.2	4.1	6.7	3.3	3.0
Tradesmen, Production process workers (including miners etc.)	25.0	29.9	31.0	49.8	51.5	49.1	64.3	32.4
Service, Sport & Recreation	8.0	9.7	9.6	11.3	9.7	7.2	10.2	11.1

Source: ABS Unpublished Statistics.

2.3 Employed Persons: Industry and Birthplace, August 1982.

Industry division or subdivision	Total	Born in Australia	Born outside Australia	Mean English Speaking Countries (a)
Agriculture and services to agriculture	382.5	346.7	35.8	16.0
Forestry and logging, fishing and hunting	27.5	23.4	—	—
Mining	90.5	70.2	20.3	14.3
Manufacturing	1,192.7	727.8	464.9	165.2
Food, beverages and tobacco	175.6	123.1	52.5	15.4
Metal products	219.1	136.4	82.6	33.3
Other manufacturing	798.0	468.2	329.8	116.4
Electricity, gas and water	126.5	99.6	26.9	13.1
Construction	464.2	318.9	145.3	67.4
Wholesale trade	371.2	—	—	—
Retail trade	868.7	937.2	302.7	151.0
Transport and storage	373.9	285.7	88.2	34.7
Communication	129.3	101.9	27.4	12.3
Finance, property and business services	582.9	440.8	142.1	79.5
Public administration and defence	285.8	228.6	57.2	28.6
Community services	1,050.2	804.0	246.2	147.7
Recreation, personal and other services	398.7	297.2	102.5	44.3
Total	6,347.8	4,681.9	1,665.7	775.9

(a) United Kingdom, Ireland, Canada, USA, South Africa and New Zealand.

Source: Statistics Monthly, DIFA November 1982 and ABS Unpublished Statistics.

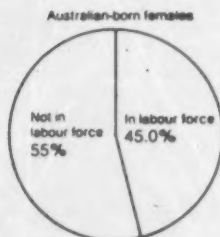
3. MIGRANT WOMEN

- Migrant women have a higher labour force participation rate than Australian-born women.
- Migrant women represent 24.8% of the total female labour force in August 1982.
- "... women migrants from non Anglo Saxon countries have tended to work in manufacturing industries or in process and service industries, generally as unskilled or semi skilled workers... they have been of crucial importance to the manufacturing, wholesale and retail industries for the last 20 years. For example, 83% of migrants working in the clothing industry are women and well over 50% of those in leatherwork and boot industry are migrant women workers."

"But I wouldn't want my wife to work here..." CURA Fitzroy, P.2.

LABOR FORCE PARTICIPATION RATES OF FEMALES BY BIRTHPLACE

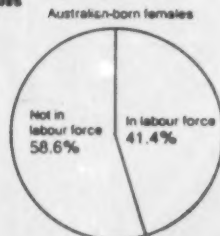
All Females



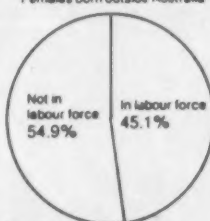
Females born outside Australia



Married Females



Females born outside Australia



4. UNEMPLOYMENT

- As regards migrant unemployment it was found that migrants were particularly vulnerable because they were often working in unskilled occupations and were the first to be retrenched whenever there was a downturn in the economy. This applied particularly to those with the least skills and knowledge of English. Newly arrived migrants were the most adversely affected as they were likely to have entered into major financial commitments arising from housing and establishment needs. Special assistance and relief should be offered in such cases and efforts made to inform retrenched migrant workers of their entitlements. The Committee strongly recommends that as many migrants as possible in need of language improvement should be provided with the opportunities to learn English, especially during periods of unemployment or redundancy.

Committee on Community Relations, Final Report, AGPS 1975 P.20

4.1 Unemployed Persons, Birthplace by Age, August 1982

	Number unemployed ('000)			Unemployment rate (per cent)		
	Males	Females	Persons	Males	Females	Persons
BORN IN AUSTRALIA						
Total	188.8	133.8	322.6	8.1	7.1	8.4
Looking for full-time work	173.9	99.3	273.2	6.0	8.2	6.6
Looking for part-time work	15.0	34.3	49.3	7.6	5.0	5.6
Aged 15-19	55.8	50.9	106.7	16.1	17.0	16.5
Aged 20 and over	133.1	82.7	215.8	4.8	5.2	5.0
20-24	54.4	30.9	85.3	11.2	8.2	9.9
25-34	40.3	29.5	69.8	4.7	6.2	5.3
35-44	16.7	13.4	30.1	2.7	3.6	3.0
45-54	12.9	7.0	19.9	2.8	2.7	2.7
55 and over	8.8	—	10.7	2.6	—	2.4
Aged 15-64	188.8	133.4	322.2	6.2	7.1	6.5
BORN OUTSIDE AUSTRALIA						
Total	62.2	53.9	116.1	7.9	8.8	7.6
Looking for full-time work	76.0	36.3	112.3	6.8	8.7	7.3
Looking for part-time work	6.2	17.6	23.8	9.5	8.5	8.8
Aged 15-19	10.3	8.4	18.8	18.1	17.8	18.0
Aged 20 and over	71.8	45.5	117.3	6.4	7.9	6.9
20-24	11.9	8.8	20.8	11.6	12.0	11.8
25-34	22.2	15.2	37.3	7.6	8.6	8.0
35-44	17.4	13.1	30.4	5.3	7.3	6.0
45-54	12.7	6.2	18.9	5.3	5.8	5.5
55 and over	7.6	—	9.8	4.8	—	4.9
Aged 15-64	81.7	53.9	135.6	7.0	8.7	7.6

Source: ABS The Labour Force, August, 1982, Bulletin No. 6203.0

- During the post 1973 recession the employment position of migrants has deteriorated much more than that of the Australian born population, with the deterioration being spectacular for migrants from the three Southern European countries and more marked for migrants from other non-English speaking countries than from the United Kingdom, Ireland and New Zealand. This relative deterioration seems to be largely founded in the change in the occupational structure of the demand for labour in the recession, employment falling heavily in those areas in which migrants are concentrated. Migrants, and again especially those from non-English speaking backgrounds, have responded to this bleak employment situation by withdrawing from the labour force in large numbers, and the incidence of hidden unemployment of migrants is two to three times what it is among the Australian born population. Our tentative estimates suggest that at August 1979 there were over 150,000 persons born outside Australia, or more than eight per cent of the migrant labour force, who would be classified as hidden unemployed, and these figures imply a total unemployment rate among migrants of some 14 per cent, by comparison with a figure of 10 per cent for the Australian born population.
- One can only speculate about the personal and social consequences of this level of hidden unemployment among migrants, but they can only be adverse and serious. In particular, we have noted the way in which high rates of labour force involvement have helped to cushion migrant communities from the effects of their much lower than average rate of hourly earnings. The enforced decline in participation on the part of those who depend so heavily on the additional income can only lead to financial hardship and to an even greater incidence of poverty within these communities.

4.2 Recorded Unemployment rate by country of birth, 1974, 1979, and 1982 (per cent of relevant labour force, August data).

	1974	1979	1982
Italy	1.9	4.6	5.0
Greece	4.3	6.5	5.8
Yugoslavia	1.3	6.9	7.6
U.K. & Ireland	3.4	5.7	7.0
New Zealand	1.8	10.3	7.7
Other	2.4	6.5	—
Total Overseas Born	2.8	6.2	7.6
Born in Australia	2.2	5.7	6.4

Source: Unpublished data from the Labour Force Survey, and ABS, The Labour Force, Australia, Bulletin No. 5203.0 and 5204.0

5. EDUCATION OF THE WORKFORCE

5.1 Educational Attainment of Persons in the Labour Force: Birthplace and Period of Arrival in Australia, February 1980 ('000)

Birthplace and period of arrival	With post school qualifications			Without post school qualifications				Total lab	Total lab
	Degree or equivalent	Trade technical level	Total lab	Attained highest secondary level	Did not attend highest level of secondary school and left at age years				
					16 or over	15 or under			
PERSONS									
Born in Australia	315.9	1,419.1	1,772.9	568.8	868.1	1,831.3	3,072.9	4,919.2	
Born in main English-speaking countries (d)	69.0	268.2	344.4	84.2	85.8	230.1	400.1	752.6	
Arrived before 1961	18.8	83.0	104.1	17.2	20.4	75.2	112.8	216.9	
1961-1970	20.1	103.5	127.9	39.4	43.3	106.7	189.3	321.8	
1971-1978	22.9	64.0	87.3	22.8	17.9	43.1	84.0	174.7	
1979-Feb. 1980	7.3	17.8	25.1	—	—	9.2	14.0	39.1	
Born in other countries	60.1	243.1	308.6	109.5	128.0	385.5	637.4	950.5	
Arrived before 1961	26.1	121.2	151.3	41.5	51.8	187.3	287.0	438.3	
1961-1970	15.0	73.1	88.9	35.0	46.9	140.9	228.3	319.6	
1971-1978	16.0	45.3	61.9	29.8	26.8	53.6	112.4	176.5	
1979-Feb. 1980	—	—	6.5	—	—	6.3	9.6	16.1	
Total born overseas	129.2	511.4	652.9	193.7	213.9	615.6	1,037.5	1,703.1	
Arrived before 1961	44.9	204.2	255.5	58.6	72.3	262.5	399.8	655.2	
1961-1970	35.1	176.6	216.7	74.3	90.2	247.6	417.7	641.4	
1971-1978	38.9	109.2	149.2	52.6	44.5	96.9	196.4	351.2	
1979-Feb. 1980	10.3	21.3	31.6	8.2	6.9	8.6	23.6	55.2	
Total	445.1	1,930.4	2,425.8	762.5	1,082.0	2,246.9	4,110.4	6,322.3	

(a) Includes persons with other post-school qualifications. (b) Includes persons with no formal education. (c) Includes persons still at school. (d) Comprises U.K., Ireland, Canada, New Zealand, U.S.A. and South Africa.

Source: ABS Labour Statistics 1980 Bulletin No. 5101.0

5.2 Educational qualifications of the labour force, November 1974 (percentage of the labour force in each category, section B excludes labour force still at school)

A Total labour force	With post-school qualifications (a)		Without post-school qualifications	
	Males	Females	Males	Females
Born in Australia	32.6	24.7	67.4	75.3
Born overseas				
United Kingdom and Ireland	43.7	30.8	56.2	69.2
Greece, Italy and Yugoslavia	24.4	11.6	75.6	88.4
Germany and Netherlands	53.9	33.3	46.1	66.7
Other countries	41.1	33.7	58.9	66.3
All overseas countries	38.8	27.4	61.2	72.6

B Without post-school qualifications	Without matriculation and left school at				
	Matriculation	17 years and over	16 years	14-15 years	13 years and less
Born in Australia	4.5	6.6	14.3	39.3	4.8
Born overseas					
Main English-speaking countries (b)	6.3	5.8	10.6	34.6	2.4
Other countries	5.5	8.8	8.5	23.0	22.4
All overseas countries	5.8	7.5	9.4	27.9	14.0

Notes: (a) Post-school qualifications include degree, non-degree tertiary, technical, trade and other qualifications.

(b) Comprises United Kingdom, Ireland, Canada, United States, South Africa and New Zealand.

Source: ABS, Migrants in the labour force, 1972 to 1976, Tables 3 and 5.

- Table 5.2 sets out the available information on persons without post-school qualifications by ethnic status, the data pertaining to November 1974. Looking at part A of that table, which divides the labour force by ethnic group in terms of whether they do, or do not, have post-school qualifications, it is apparent that while for most migrant groups the proportion not having post-school qualifications is lower than for the Australian born population, this proportion is much higher for the non-English-speaking migrants, especially those from Southern European countries.
- In part B of this table the educational experience of those who have no post-school qualifications is summarised, but unfortunately only a broad split of the migrant population is available. One striking feature of the data in Table 8.3 is the fact that in the broad 'other countries' category, 22.4 per cent of persons not at school at November 1974 had left school at an age of 13 years or less, whereas only 4.8 per cent of the Australian born and 2.4 per cent of those born in the other main English-speaking countries had left school before the age of 14 years. Clearly, then, there is a very substantial group among migrants whose native language is not English, who have had relatively little education, and who are thus ill-placed to compete in a labour market which is both depressed and placing increasing stress on educational credentials.

Hidden Unemployment, Stricker and Sheahan

6. NON ENGLISH SPEAKING WORKERS AND LOWER STATUS WORKERS

"The proportion of migrants in certain, mainly low status, manual occupations, is rising noticeably faster than is their proportion in the population. What is happening is, on the whole, that Australians and British are leaving these jobs while non-British migrants are either entering them, staying in them, or leaving them more slowly than are the Australian or British workers.

Migrants in The Australian Workforce, Constance Lever,
La Trobe Sociology Papers 1975, p. 45.

6.1 Mean Average Weekly Earnings by Birthplace, August, 1980.

Mean Earnings (\$)	Australia	Main English speaking	F.R. Germany	Greece	Italy	Yugoslavia	Other	Total Average \$
Males	249	269	280	220	218	224	248	249
Females	193	204	207	158	186	174	193	193

Source: ABS Labour Statistics 1980 Bulletin No. 6101.0

On average, migrant workers from Mediterranean countries were earning between \$20-\$40 less than Australian born or English speaking migrants. This, of course correlates with the occupational distribution of immigrants and suggests two essential types of immigrants:

- professionals and skilled migrants from English speaking countries and Northern European countries.

- unskilled labourers from non-English speaking countries.

Not only is income lower for non-English speaking Migrants but, as the household expenditure survey of 1975 shows their rents or mortgage repayments are higher. Further, the more recent the migrant the higher his household expenditure.

Migrants At Risk. Access, April 1979

6.2 Full time employees: number, mean weekly earnings in selected occupations by birthplace, August, 1980.

Male	Non-English Speaking					
	Aust	Germany	Greece	Italy	Yug	Other
Professional, Technical etc	325	326	—	264	—	319
Transport & Communication	254	257	—	208	—	246
Tradesmen, process workers & labourers	222	246	258	213	221	226
Females						
Professional, Technical etc	251	255	—	—	—	250
Transport & Communication	200	—	—	—	—	—
Tradesmen, process workers & labourers	156	168	—	156	170	172

"The work force is multi-racial and multi-cultural. Four out of ten were born outside Australia. They... frequently do the dirtiest, least skilled, menial tasks, tasks for which, despite unemployment, young native-born Australians cannot be found. Women are a quarter of the workforce and in some sectors eight out of ten. Little attention is paid to their special needs, particularly of the two-thirds who are married. The married migrant woman in industry is trebly disadvantaged. People remote from the shopfloor who staff governments, traditional firms and unions do not appear to be conscious enough of these long-term problems, or well enough prepared to deal with them."

Policies for development of manufacturing industry: a green paper (Jackson report) Vol. 1 (Canberra, AGPS, 1975), p.2.

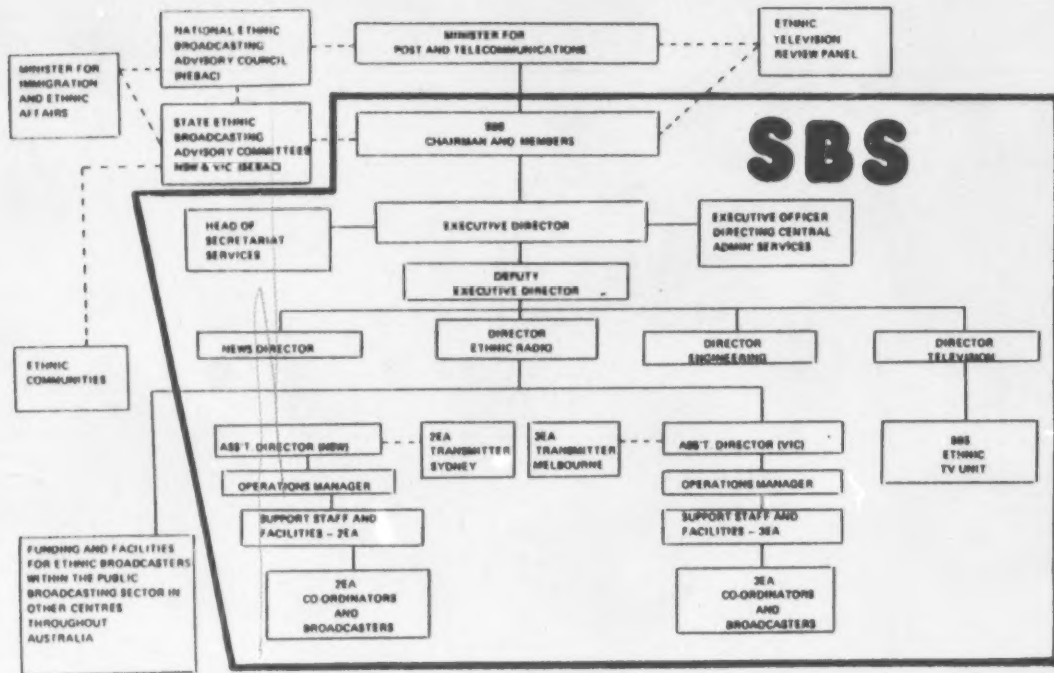
"... there are wider opportunities for discrimination against particular groups of migrants, and especially those groups less able to protect their interests. Thus we might expect that earnings will be relatively lower for newly arrived migrants and those in some particular ethnic groups with greatly different culture, social and language background... Southern European migrants earn about 10 per cent less than the Australian born."

"Earnings of Migrants in Australia", B. D. Haig, Journal of Industrial Relations, 22:3 1980.

7. WORKERS COMPENSATION

- 7.1 Migrants were over-represented in workers' compensation figures in a number of ways. For instance, 83 per cent of immigrants were employed in the skilled trades, semi-skilled and unskilled occupations at the time of injury compared with 42 per cent of Australian/U.K. born workers. For both immigrants and Australian/U.K. born it appeared that skilled trades and unskilled workers were at greater risk than others.
- 7.2 The proportion of Australian/U.K. born workers who had back injuries was 49 per cent, compared with 47 per cent for all overseas born. Workers from Middle Eastern countries had the smallest percentage — 43 per cent. However Southern Europeans were over represented among those suffering from the more serious injuries (fractures, dislocations and amputations) — 17 per cent against 11 per cent for the Australian/U.K. group.
- 7.3 They tended to receive smaller lump sums than the Australian/U.K. born workers, although 43 per cent of those born in the Middle East were under thirty-five years and would, therefore, have been expected to receive payments which compensated for longer periods of disability. Forty-three per cent of immigrants received less than \$10,000 compared with 32 per cent of Australian-born workers. On the other hand, 21 per cent of Australian/U.K. workers received \$30,000 or over against only 12 per cent of immigrant workers. Overall, immigrants received appreciably lower payments although, as a group, their injuries were no less serious than those sustained by Australian/U.K. born workers.
- 7.4 The survey also revealed that doctors questioned the genuineness of injuries sustained by immigrants more often than they did for Australian/U.K. born workers. In many cases, doctors mentioned the ethnic origin of immigrant workers when it was irrelevant to the case. The survey suggests that medical opinions were the only factor which provided any possible correlation to the amounts of redemptions.
- 7.5 Not only did immigrants receive smaller lump sums, but insurance companies stopped weekly compensation payments of immigrant workers more frequently than they did for Australian/U.K. born workers. The weekly payments also tended to be stopped earlier. Furthermore, although immigrants applied earlier to the Commission to have their claims determined, the time which elapsed before the application was finally determined was longer than for Australian/U.K. born workers. In many instances, therefore, immigrants were without compensation payments for longer periods than the Australian/U.K. born.

Source B. A. Nye, 'Some Aspects of Workers' Compensation', PARTICIPATION: Ethnic Affairs Commission Report 1978.



The structure of the Special Broadcasting Service



Unions and Migrant Workers

Outside the Middle East, Australia has the most diverse workforce of any western industrialised nation. Since 1947 some 3.3 million migrants have entered Australia giving birth to 2.2 million children. Fifty six per cent of the intake were persons of non-Anglo Saxon origin.

In 1947, 9.8% of the population were overseas born and less than 3% were of non-Anglo Saxon origin. By 1976 some 21% of the population were overseas born; 39% were either overseas born or had at least one parent born overseas; and 20% of the total population were persons of direct non-Anglo Saxon origin.

Workers born overseas now make up more than 27% of the total workforce. Workers born in non-English speaking countries tend to work in higher proportions in manufacturing and construction industries than do Australians or UK-born workers.

Migrant women workers represent 24.5% of the total female labor force and generally have a higher labor force participation rate than Australian born women.

Unions do not keep records of the birthplace of their members but estimates by officials generally agree that unions covering unskilled and semi-skilled workers have significant migrant memberships reaching perhaps 80% in the Clothing Trades' and Vehicle Builders' Unions and rarely dropping below 30% even in unions covering some of the skilled occupations.

TUTA Seminar

A two-day seminar recently held at TUTA (NSW) made trade union history.

Mr Cliff Dolan speaking at the opening session said that "the seminar for Spanish speaking migrants is an historical event. It is the first time that trade union training programs have been conducted using simultaneous translation equipment".

He went on to say that the ACTU was committed to expanding such programs for migrant workers.

In most states, the Trade Union Training Authority (TUTA) is now conducting specialized courses for migrant workers. In Melbourne courses have been held in Greek, Italian, Spanish and Turkish as well as English.

The policy of the ACTU is to utilize the facilities of TUTA in expanding trade union training courses which meet the particular needs of migrant members and of union officials.

The ACTU believes that the participation of migrants in union affairs will be strengthened by using such training programs, establishing effective communication with migrant union members and encouraging the appointment and training of migrants as union officials.

The course was organized by the Labor Council of NSW with the assistance of the Ethnic Affairs Commission of that State.

The Ethnic Liaison Officer of the Council, Carlos Gonzalez said that



despite the fact that 40% of the industrial workforce is made up of immigrants their understanding of how unions work in Australia is limited. Migrant workers have a high participation in trade unions and in fact are more highly unionized than Australian born workers.

Both TUTA and the NSW TLC plan to substantially expand these courses in 1983. Discussions are currently underway with TUTA and the WA Labor Council to commence a new series of courses for migrant workers in that State.

DEPUTATION TO MINISTER

An ACTU delegation met with the Minister of Immigration and Ethnic Affairs, Mr Hodges in October to discuss a number of issues related to the Federal Government's policy on migration.

1. The special conference of unions on the economy resolved to raise with the Government the inappropriateness of setting a target of 134,000 new settlers at a time of high unemployment. In particular the unions wanted an end to the proposal to bring in 42,000 persons under labor short-

age and independent categories, an end to the Employer Nomination Scheme (whereby employers nominate and bring in workers) and an end to the Holiday Working Visa Scheme. In addition it was felt that the present New Zealand program should be more critically examined.

The Government indicated that both the Employer Nomination Scheme and the Holiday Working Visa Scheme would be more strictly controlled and the NZ program was under review. However, it believed that it was still necessary to continue to bring in large numbers of skilled workers.

2. When the Government announced that it was illegal migrants who were taking jobs, the ACTU's Secretary, Peter Nelson, warned that the problem of unemployment was not fundamentally about illegal taking jobs but about the Government's monetary and fiscal policies. To suggest that it is illegal who are taking jobs is to blame them for creating unemployment and divert attention away from the

more serious inadequacy of the Government's current immigration program. The union movement would not co-operate, as the Minister had suggested, in the campaign. Far too easily it becomes a witchhunt whereby all workers — permanent settlers, overseas born naturalised citizens, second generation — are at risk of suspicion and harassment.

While the Minister accepted the union viewpoint regarding their involvement he could see no danger of the current campaign contributing to a backlash in the community.

3. An evaluation of post arrival services for migrants showed an annual underspending of hundreds of thousands of dollars for the English-on-the-job programs. The delegation

sought assurances that this would not happen in the future and that the Government would take more seriously its commitment to provide for a permanent teaching structure for adult migrant education teachers. The Minister indicated that such underspending would not occur in the future and that negotiations were continuing with the States on the teaching structure.

3. National Report of Austria

Comments on the Situation of Migrant Workers
in Austria

by Michael Segal and Benno Signitzer
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PRELIMINARY REMARKS

When dealing with migrant workers in this report we are referring exclusively to Yugoslavian and Turkish employees in Austria. All other foreign nationals do not fall within the label/category Migrant Worker (in German: "Gastarbeiter"). Yugoslavians and Turks left their home countries for economic reasons and were called into Austria for economic reasons.

There are quite a few Austrian migrant workers abroad. However, their social and economic situation is totally different from that of the foreign migrant workers in Austria.

Far from being a comprehensive empirical and theoretical report on the over-all problem of migrant workers in Austria, in the following we shall concentrate on a few central issues and data:

- Part 1 Development of migrant worker (from here on "MW") employment; social situation of MW; image of MW in the population; migrant law and migrant policy in Austria; the "second generation" of MW.
- Part 2 Literature and research on MW in Austria.
- Part 3 MW and mass communication in Austria
- Part 4 Brief outline for a research project

PART I: THE SITUATION OF MW IN AUSTRIA

1. Development of MW Employment in Austria

At the beginning of the 1960's Austria's economy was one of rapid economic growth. There was a great demand for labour which the domestic labour market could no longer meet. Also, migration of Austrian workers abroad as well as structural developments within the Austrian population lead to this labour shortage. The government decided to invite foreign workers. Until 1970, Austria was considered a "stop-over" country for many MW who, after a certain period, moved on to other Western countries where wages were higher.

Number of MW in Austria

<u>year</u>	<u>number</u>	<u>change in %</u>
1964	33860	
1965	no figures	
1966	61296	+ 81
1967	78044	+ 27
1968	64104	- 18
1969	69657	+ 9
1970	95299	+ 37
1971	166622	+ 75
1972	186465	+ 12
1973	226384	+ 21
1974	218340	- 4
1975	185179	- 15
1976	173700	- 6
1977	188863	+ 9
1978	176709	- 6
1979	170592	- 3
1980	174712	+ 2
1981	171800	- 2
1982	156100	- 9
1983	141100 (estimate)	- 10

Over the years, 4/5 of the MW were of Yugoslavian, 1/5 of Turkish nationality. In most recent years, the share of the Turks has increased at the expense of the Yugoslavians.

2. Data on the Social Situation of MW in Austria

Like in other Western countries, there has been a profound structural change in employment patterns in Austria since 1945. The share of employment in the primary sector of the economy has been cut in half; the share of the secondary sector has increased slightly; the share of the tertiary sector has increased significantly. MW were needed to smooth out disparities caused by these structural changes. There is also a trend showing that MW came to be employed for jobs demanding lower qualifications. In other words: MWs were doing the work domestic workers would not want to do.

TABLE

Share of MW According to Sectors (as of July 1981)

Whole economy	6.2 %
Sector I	9.2 %
Sector II	8.5 %
Sector III	4.4 %

TABLE

Examples for High MW Employment

Textile industry	22.2 %
Gastronomy, Lodging, Tourism	17.8 %
Leather production and processing	15.7 %

The following data about family and living conditions show a fairly low degree of social and cultural integration of the MW.

TABLE

Family Situation (only Yugoslavian MW in Vienna, 1978)

- living alone, unmarried	28 %
- living alone, married	27 %
- parent with child(ren) in Vienna	45 %
- parent without child(ren) in Vienna, children in Yugoslavia	41 %

As to living conditions, 1974 Vienna data reveals that 80 % of the Yugoslav MW had only one room at their disposal (as compared to 39 % of Viennese workers' households); 48 % had no bathroom inside their flat (as opposed of 22 % of Vienna households).

3. Image of MW in the Austrian Population

In July 1982 a public opinion poll was conducted on attitudes of the Austrian population towards the migrant workers. In the following some of the results (answers were given):

- 56 % believe MW take away jobs from Austrians;
- 91 % favour immediate expulsion of illegal aliens;
- 35 % think crime rate and number of foreigners in Austria correlate;
- 40 % believe that foreigners are responsible for the dirty conditions of their own housing;
- 22 % believe foreigners molest Austrian women;
- 73 % agree with the decrease of the number of MW;
- 67 % favour the return even of those MW who want to stay in Austria;
- 56 % and 51 % would not like the idea of having a foreign son or daughter-in-law.

These figures indicate that hostility towards foreign MW is more than a latent problem in Austria. A neo-fascist group called AUS ("Ausländer-Halt-Bewegung") received some 3000 votes during the recent national elections in Vienna. Although this is far below the 1 %-mark, it appears to be an indication that political troubles might arise from the above mentioned state-of-mind of quite a few Austrians.

4. MW Policy and MW Law in Austria

This policy is based on a broad consensus of the political forces in Austria. An indication of this consensus is the fact that the so-called Foreigner-Employment-Act of 1975 was passed unanimously by the Parliament.

MW policy is shaped by the following institutions:

- Chamber of Commerce; Austrian Association of Industrialists;
- Austrian Association of Trade Unions; Chamber for Workers and Employees;
- The Roman Catholic Church which involves itself in humanitarian questions;
- The Federal Government, especially the Ministry of Social Administration.

The so-called Social and Economic Partnership (a loose set of working relationships between representatives of business and labour) exercises a predominant influence over MW policy. The federal government usually follows this line. In essence, MW policy consists of a series of ad-hoc-decisions according to the needs of the labour market. Altogether, this policy amounts to a promulgation of principles such as these:

- Austria should not become an immigration country;
- Integration is foreseen only for few MW; the larger part should remain "freely disposable"; stress on the rotation principles;
- The development of the Austrian economy is the decisive factor in the formulation of the MW policy.

MW Law

The above-mentioned Foreigners Employment Act provides, among others, the following

- work permits are to be given to foreigners provided there are no reasons given which oppose them (such as state of the domestic labour market, public and economic interests...);
- work permits are limited to one year;
- work contracts with foreigners are to be dissolved with precedence over those with inlanders in case of a general reduction of the work force.

Thus, the law makes MW "disponible"; it does not encourage integration of MW although integration practice has so far been generously handled by the Austrian authorities.

5. The Second Generation of MW in Austria

The "second generation" consists of children of MW who were born in Austria or taken by their parent(s) to Austria. Of the many problems associated with this "second generation", we shall give a few informations on the school and training situation. There is compulsory education in Austria for everyone - including MW. By some 25 % of the MW parents this is evaded. In 1977 4854 foreign children attended the obligatory schools - this is 40 % up from 1974. There are no special provisions for the education of MW children. It is up to the school director to decide whether or not to grant to a MW child a "special child" status which would involve special privileges.

There are two pilot experiments regarding MW education; one involves special German language training for MW pupils which is offered in some Austrian provinces. In the school year 1975/76 this special training was attended by 60 % of the MW kids in Salzburg and Tirol and 57 % in Vienna - 39 % nationally. The other pilot experiment provides for Serbo-Croatian and Turkish language courses for MW pupils in Austrian schools. While it is mandatory for Turkish kids, it continues to be an elective for Yugoslavian pupils. Problems of integration persist, however, and one of the goals of such training is to facilitate reintegration of MW children upon their return home.

As to apprenticeships, their number decreased from 284 to 150 (between 1975 and 1978; Yugoslavs) and from 63 to 44 for Turks. In Vienna, some 60 % of Secondary School graduates do not receive any further professional training. In 1978, only 1.9 % of all Viennese apprenticeships were held by MW.

PART II: LITERATUR AND RESEARCH ON MW IN AUSTRIA

In the following, some of the more pertinent Austrian MW literature and research will be listed in order to give an overview of the current state of reflection. The list is incomplete - some 40 more titles and countless newspaper and

magazines articles could be added. The publications fall within three groupings - a) government and "social and economic partner" publications; b) theses and dissertations; c) "other" publications. The main title of these works will be translated into English; in some cases the name of an "institutional" author will also be added in English. Summary annotations will follow each of the three sections.

1. Government and "Social and Economic Partnership"
Publications

Österreichisches Institut für Wirtschaftsforschung/Austrian Institute for Economic Research: Untersuchung über ausländische Arbeitskräfte in Österreich/Investigation Into Foreign Workers in Austria. Vienna 1982 (=Project commissioned by the Federal Ministry for Social Administration).

Seifert, Ottokar: Sprache und Kommunikation. Bericht über das Symposium des Bundesministeriums für Unterricht und Kunst "Integrations- und Sozialisationsprobleme ausländischer Kinder ohne Deutschkenntnisse in den österreichischen Schulen"./ Language and Communication. Report on a Federal Ministry of Education Symposium on the "Integration of non-German speaking foreign Children in Austrian Schools. Vienna 1979.

Beirat für Wirtschafts- und Sozialfragen/Council on Economic and Social Affairs: Möglichkeiten und Grenzen des Einsatzes ausländischer Arbeitskräfte/Possibilities and Limits of the Use of MW. Vienna 1976 (= Publication series of the Council on Economic and Social Affairs, Vol. 28).

Kammer für Arbeiter und Angestellte für Oberösterreich/ Chamber for Workers and Employees for Upper Austria (Ed.): Die Problematik der Gastarbeiter. Enquete der Kammer für Arbeiter und Angestellte für Oberösterreich und des Österreichischen Gewerkschaftsbundes, Landesexekutive Oberösterreich, am. 26. November 1973 im Kongresssaal der Kammer für Arbeiter und Angestellte in Linz/Problems of MW. Report on a hearing by the Editor and the Upper Austrian Association of Trade Unions. Linz 1973.

Lamel, Johann: Der Umfang der Gastarbeiterbeschäftigung in Europa, seine wirtschaftliche und soziale Bedeutung/The scale of MW employment in Europe. Vienna 1975 (Project commissioned by the Federal Ministry for Science and Research).

The above publications (with the exception of that of Seifert) deal primarily with MW policy and MW employment from an economic and labour market point of view. Frequently, interest groups express their view of the problems and complain about the limits of enforcing their respective claims. Solutions beyond day-to-day politics are seldom offered.

2. Theses and Dissertations

Thomann, Elisabeth: Die rechtliche Problematik der Arbeitsverhältnisse von Ausländern ohne gültige Beschäftigungsbewilligung/Legal aspects of work contracts with foreigners without valid work permit. M.A. thesis, Economic University of Vienna, 1981.

Segal, Michael: Das Bild der Gastarbeiter in der Presse. Eine inhaltsanalytische Untersuchung von Printmedien in Salzburg und München/The image of MW in the printed press of Salzburg and Munich. Ph.D. dissertation, University of Salzburg, 1981.

Balauras, Stavros: Sozioökonomische und politische Probleme der Arbeitsmigration/Socioeconomic and political problems of work migration. Dissertation, Social and Economic University of Linz, 1980.

Posa-Markayan, Ibid: Gastarbeiter in Österreich/MW in Austria. M.A. thesis, Economic University of Vienna, 1980.

Lichtenberger, Eckhard Heinrich: Die Wohnverhältnisse der jugoslawischen Arbeitnehmer in Wien. Auswertung einer Enquete von 1974/The housing conditions of Yugoslavian MW in Vienna. MA thesis, University of Vienna, 1977.

Schlicksbier, Manfred: Wo stehen Gastarbeiterkinder in unserem Gesellschafts- und Schulsystem? Eine vergleichende Untersuchung zur Einstellungsmessung an Wiener Lehrerinnen/MW

children in the Vienna social and educational system. Ph.D. Dissertation, University of Vienna, 1974.

The above works shed some light, among others, on the following issues: economy of migrant work, historical evolution of MW, training of MW children and several special problems. Segal's work will be discussed below.

3. Other Publications

Matuschek, Helga: Die Auswirkungen der "Ausländerpolitik" auf Schul- und Berufsausbildung der jugoslawischen und türkischen Jugendlichen in Wien und Niederösterreich. Situation und Lösungsmöglichkeiten/The effects of MW on school and vocational training of Yugoslavian and Turkish adolescents in Vienna and Lower Austria. Vienna 1982 (= European Centre for Social Welfare Training and Research. Eurosocal. Occasional Papers, Nr. 10).

Gehmacker, Ernst et al. (Ed.): Ausländerpolitik im Konflikt. Arbeitskräfte oder Einwanderer. Konzepte der Aufnahme und Entsenderländer/MW policy in conflict. Bonn 1978 (Publication Series of the Research Institute of the Friedrich-Ebert-Foundation, Vol. 139).

Schnorr, Gerhard: Ausländerbeschäftigungsgesetz/Foreigners Employment Act. Vienna 1976 (= Manz Commentaries in Labour and Social Law, Vol. 3).

Peter, Alexander: Die Beschäftigung ausländischer Arbeitskräfte in Österreich/The employment of MW in Austria. Linz 1972 (= Publication series of the Austrian Institute for Labour Market Policy, Vol. 7).

PART III: MW AND MASS COMMUNICATION IN AUSTRIA

1. The Media and Their Use

There are no media which are owned and operated by the MW. 60 % of the Yugoslav and 43 % der Turkish MW are reading (several times per month) newspapers and magazines from their home countries (1973). As of 1980, there are no publications for Turkish MW in Austria; for their Yugoslavian counterparts there are five - three weeklies (2 in Slovenian, 1 in Croatian), one newsletter of the Austrian-Yugoslavian Society and "Nas List" was discontinued in 1982. The other publications are not specifically made for MW.

One third of the Yugoslav and one fourth of the Turkish MW are reading Austrian newspapers and magazines one time per week.

As to radio, the ORF is transmitting daily broadcasts in Slovenian and Croatian to the respective minorities in Austria. These broadcasts are not concerned with the MW, however. For MW there are daily broadcasts of 5 minutes. 20 % of the Viennabased Yugoslavian MW are listening to these. 47 % of this group do receive Yugoslavian broadcasts. There are no TV programs specially designed for MW.

2. Remarks on the Image of MW in the Austrian Press.

Segal's study on the "Image on MW in the Austrian Print Media" - a comprehensive content analysis of daily newspapers in 1965 (MW were needed), in 1972 (MW reached its climax) and in 1975 (restrictions start) - revealed -

- The more MW there are, the more reporting is done on issues and subjects involving MW;
- Reports on MW are dominated (far more than 50 %) by the themes crime and accident;

- As the situation at the labour market is beginning to tighten up, reports on this (in relation to MW) increase;
- In sum, then, the image of the MW is determined by two factors - a) MW as a facet of labour market relations; b) MW as participants in criminal acts.

PART IV: BRIEF OUTLINE FOR A RESEARCH PROJECT

The planned research project will be dealing with the following problem areas (the Human Rights issue will be interwoven in all of the following aspects):

- Does the reporting of MW in the Austrian mass media reflect the reality of their existence? Clichés? Stereotypes?
- Do the mass media support the human rights of the MW? And how?
- Does the kind of reporting on MW correlate with other aspects (e.g. economy) relating to MW over time? Are there shifts?
- What types of communication policy (content and process) of and by the MW can be envisaged at different levels
 - national mass media
 - local mass media
 - non-media communications.
- Who are the ones in charge of executing such a policy - the MW? the host institutions (media, government)? the institutions of the countries of origin?

Methods. The final decisions will only be made after the Tampere meeting and the final securing of financial support from Austrian resources. As of now, we envisage the following steps

- content analysis of two Austrian daily newspapers; quantitative and qualitative procedure; comparison of media content with "statistical" reality;
- In-depth-interviews with MW, journalists, trade unionists, employers, social workers, representatives of countries of origin, government officials, media managers, etc. The aim is to locate

potential resources for communication policy as outlined above, elicit suggestions, etc.

case study: analysis of the communicative and informative condition of a MW family in the Salzburg area: "objective" situation, media and information use, group communication, interpersonal relations, problems of the "second generation", cultural aspects in terms of integration etc.

4. National Report of Cyprus
by Mikis Sparsis, Director General,
Ministry of Labour and Social Insurance

I INTRODUCTION

CYPRUS: History, Geography, Population

Cyprus is the largest island in the Mediterranean after Sicily and Sardinia with an area of 3,572 sq.miles. With origins dating back to the Neolithic period (5.800 - 3.000 b.c.), it now has an estimated population of 633.930 of which 78,9 % are Greeks, 18,4 % are Turks and 2,7 % are other minorities.

Situated as it is in the Eastern Mediterranean, Cyprus stands as a crossroad between East and West. Its advantageous proximity to three continents, while helping its development as an important commercial and cultural centre, has also made it since ancient times a bone of contention among the powers competing for the control of the area. As a result, Cyprus has never been free but has always been ruled by the dominant power in the Mediterranean at the time. The Persians, the Egyptians, the Romans, the Byzantines, the Crusaders and Knight Templars, the Lusignas, the Venetians and the Ottoman Turks have ruled Cyprus at some time or other.

Remnants of these civilizations date back eight thousand years and offer ample evidence of the adventurous history of the Island. Fine art treasures, ranging from the Neolithic to the Modern period, have been remarkably well preserved throughout the whole island. The neolithic settlements of Cyprus vie for the interest of the visitor with ancient classical palaces, temples and sanctuaries, Roman monuments, medieval castles and Gothic and Byzantine churches and Turkish mosques.

A central plain once partly covered with forests traverses the Island from West to East between two mountain ranges. This plain forms the Island's granary and during the regal period in ancient times it was so intensively cultivated that cereals were even exported to the neighbouring countries. Agricultural products, especially grapes, famous since ancient times, still constitute an important source of the Island's revenue. Minerals, particularly copper, have also been long famous and today form the basis of the export trade. The two mountain ranges offer

the Island varied scenery and thus make it an ideal holiday resort. These ranges are still well-forested and in older times they yielded timber for ship-building and mining.

The British took over Cyprus as a Crown Colony in 1878 and ruled it until 1960 when it became an independent country for the first time in its history.

II EMIGRATION AND IMMIGRATION PRIOR TO 1974

For 7 consecutive years prior to the Turkish Invasion, conditions of overfull employment prevailed in Cyprus - the average number of registered unemployed ranging from 1,2 % - 1,5 % of the economically active population.

As a result, the constant hemorrhage of emigration which characterized the British colonial administration was stemmed - the average permanent residents departing from Cyprus having been confined to a small number of relatives of Cypriots living as permanent residents either in the United Kingdom or the Commonwealth countries and in the United States. This flow of permanent residents abroad was further checked by the Immigration Laws and regulations of the countries concerned.

Immigrants to Cyprus between Independence and 1974 was strictly confined to professional and managerial workers whose number never exceeded 1.000 and whose terms of employment were much more favourable than those of the Cypriot nationals because they commanded positions requiring skills and qualifications not possessed by Cypriots.

III EMIGRATION AND IMMIGRATION AFTER THE TURKISH INVASION OF 1974

This situation was upset radically by the Turkish Invasion of Cyprus in 1974. Displacement and destitution, which followed upon the wake of the Invasion, generated what may be called a major exodus in the annals of the Island. Thus, it is estimated that between July and December 1974 something like 35.000 Cypriots left the Island either temporarily or on a permanent basis.

Emigration included not only skilled hands but also professionals of all specializations.

The situation has gradually been brought back to normal by the constant efforts of the Government and people of Cyprus to rebuild from the ruins of the Invasion and to reactivate the economy of the Island. With the levels of employment back to normal, the flow of emigration has been stopped and even reversed and departures from Cyprus are now either on a temporary basis confined to a small number of Cypriots who work in the Arab Gulf or as in pre-colonial days to Cypriots leaving the Island on a permanent basis to join relatives in the United Kingdom and the Commonwealth countries or the United States.

The Tables which are attached as Appendices I - III give a rather clear picture of this development.

As far as immigrants to Cyprus are concerned, the picture has not changed. Foreigners working in Cyprus still perform duties requiring skills and qualifications not possessed by Cypriots and their number is limited.

IV FREE ASSISTANCE AND INFORMATION SERVICES TO MIGRANT WORKERS AND PROTECTION AGAINST MISLEADING PROPAGANDA RELATING TO EMIGRATION AND IMMIGRATION

The basic human rights of all migrant workers residing in Cyprus are guaranteed by Article 28(2) of the Constitution of the Republic which provides that:

"Every person shall enjoy all the rights and liberties provided for in this Constitution without any direct or indirect discrimination against any person on the ground of his community, race, religion, language, sex, political or other convictions, national or social descent, birth, colour, wealth, social class or any other ground whatsoever".

After Independence in 1960, the Government of the Republic of Cyprus ratified International Labour Conventions No. 97 concerning Migration for Employment and No. 143 concerning

Migrant Workers and article 19 of the European Social Charter relating to the right of migrant workers and their families to protection and assistance. The Government also continued to apply the Aliens and Immigration Law (Cap. 105) and the Aliens and Immigration (Registration of Aliens) Regulations, 1949 which covered all the conditions under which immigration, temporary or permanent, took place.

Within this framework, migrant workers and their families are extended certain protection and assistance. As far as free assistance and information and protection against misleading propaganda relating to emigration and immigration, the following are of relevance:

Foreigners wishing to take up employment in Cyprus should secure, prior to their arrival, a work permit from the Migration Department. The main criterium for the issue of the permit is that the taking up of employment in Cyprus by an alien will not lead to the creation of undue competition in the class of employment in which he proposes to be engaged and that his employment will be to the interest of the general economy of the Island.

Further, in order to safeguard the alien against any exploitation, the future employer of the migrant worker is requested to submit to the appropriate Government Department copy of the relevant contract of employment containing details of the terms of service.

Preliminary information relative to each individual application for a work permit is supplied on request by the Chief Immigration Officer or by the consular Representative of the Republic abroad.

With regard to the availability of information to migrant workers on subjects other than employment, e.g. on housing, education, health services etc., it should be noted that usually such information is provided by the Governments concerned (the host countries to be) - the Migration Department, Ministry of Interior, acting as a medium of exchange.

As far as the protection of migrants against misleading propaganda by law is concerned, no incidents of such misleading propaganda to migrants have occurred and, therefore, the need for the introduction of legislative measures never arose.

This communication system is being gradually strengthened and on the recommendations of the Committee of Independent Experts of the European Social Charter the appropriate Government Department has since issued leaflets containing accurate and reliable information which is at the disposal of emigrants to a number of countries in Europe which are contracting parties to the Social Charter and to immigrants (the information available to immigrants is attached as Appendices IV and V).

The mass unemployment and the exodus of Cypriot workers for temporary employment abroad after the Turkish Invasion of 1974 called for special measures to protect Cypriot workers against exploitation. To this purpose, bilateral agreements were reached with friendly countries which received Cypriot workers and special measures were introduced to keep the Government of the Republic in constant touch with the contracting governments which received Cypriots and also with the Cypriot workers themselves in the countries where they found temporary employment.

V POLICY ON IMMIGRATION AND EMIGRATION

The policy of the Republic of Cyprus on emigration and migration has always been that there should be pursued the objective of full employment so that Cypriots may find work in their own country and that foreigners should be given permission to work in Cyprus only in cases where Cypriots do not possess the necessary skills and qualifications called for the job/s in question.

As far as the collective employment for Cypriot workers abroad was concerned, the policy has been that measures should be taken to ensure that eventually Cypriots return to their home and that employment abroad should be seen only as a temporary measure to relieve the hardships of mass unemployment.

In this connection a series of principles were laid down to govern the mass migratory employment which was generated by the Turkish Invasion. These were:

- (a) Repatriation
To ensure that Cypriot workers finding employment abroad return after the expiration of their contract, the families should be required to stay in Cyprus.
- (b) Duration of employment abroad
Employment abroad should be restricted to 24 months at the most - the exact duration to be decided in the light of the prevailing employment levels in Cyprus at the time.
- (c) Employment contract
Employment of Cypriots abroad should be governed by employment contracts - the terms and conditions of contract to be such that they are no less favourable than those offered to workers of the same occupation in the country of emigration.
- (d) Category of migrant workers
Priority should be given to workers registered as unemployed who have no prospects of early employment.
- (e) Marital status of migrant workers
Migrant workers should preferably be married with dependent persons and either displaced or economically afflicted by the Turkish invasion.
- (f) Selection of migrant workers
The selection should be undertaken initially by the Ministry of Labour and Social Insurance and finally by the employer of the country of emigration.

It was stressed that migrant workers should be given full and complete information concerning their terms and conditions of employment and the socio-economic conditions of the country in which they were to work.

VI SERVICE FOR OVERSEAS CYPRIOTS

As will be surmised, thousands of Cypriots live abroad either as temporary migrant workers in the countries of the Arab Gulf or as permanent residents of countries of the Arab Gulf or as permanent residents of countries of the Commonwealth and the United States.

In order to maintain regular contact with Cypriots abroad, Government established in 1977 a permanent "Overseas Service for Cypriots". Amongst the main objectives of the Service are:

- (a) the maintenance of constant and immediate touch with Cypriots living abroad with a view to assisting in the solution of their social, cultural, educational and other problems; and
- (b) the constant supply of information concerning matters which are of direct or indirect interest to them.

VII CONCLUSIONS

It is unfortunate that up to this moment no review of the topic has been made in the country and the bibliography is confined to the Annual Reports of the Ministry of Labour and Social Insurance and of the Migration Department of the Ministry of Interior of the country. Nevertheless, the Department of Statistics and Research of the Ministry of Finance collects, analyses and publishes useful and detailed information on migration (see Appendices I - III).

The subject of study and research on migration being as new as it is for Cyprus, it is still not certain which national sub-project should be planned to be realized in the framework of the project "The Role of Information in the Realization of the Human Rights of Migrant Workers". There is no doubt that the present "Project" will assist the national authorities in Cyprus to decide on this matter.

TABLE 1.

EMIGRANTS BY COUNTRY OF DESTINATION, SEX AND AGE
1982

APPENDIX I

Country	Age											Sex	Total
	0-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60+		
TOTAL	44	20	31	24	22	14	17	9	12	2	9	T	204
	22	16	21	12	13	8	7	4	7	2	4	M	116
	22	4	10	12	9	6	10	5	5	-	5	F	88
Australia	25	13	19	9	11	8	11	5	6	2	6	T	115
	13	9	10	4	6	5	6	2	3	2	3	M	63
	12	4	9	5	5	3	5	3	3	-	3	F	52
Canada	6	2	1	6	4	2	1	-	1	-	3	T	26
	2	2	1	3	2	1	1	-	-	-	1	M	13
	4	-	-	3	2	1	-	-	1	-	2	F	13
U.S.A.	7	5	5	2	2	1	3	4	4	-	-	T	33
	4	5	5	1	2	-	-	2	3	-	-	M	22
	3	-	-	1	-	1	3	2	1	-	-	F	11
S. Africa	5	-	4	6	2	1	1	-	-	-	-	T	19
	2	-	4	3	1	1	-	-	-	-	-	M	11
	3	-	-	3	1	-	1	-	-	-	-	F	8
Other countries	1	-	2	1	3	2	1	-	1	-	-	T	11
	1	-	1	1	2	1	-	-	1	-	-	M	7
	-	-	1	-	1	1	1	-	-	-	-	F	4

T = Total
M = Males
F = Females

TABLE 2. PERMANENT RESIDENTS DEPARTING (excl. emigrants) BY COUNTRY OF TEMPORARY EMPLOYMENT AND AGE 1982

Country	Age					Total
	20-29	30-39	40-49	50-59	60+	
	Absolute numbers					
TOTAL	1,649	1,528	1,239	691	125	5,232
Libya	116	98	78	50	12	354
Bahrain	217	131	138	54	14	554
Iraq	317	218	139	74	12	760
Jordan	88	70	37	23	2	220
S. Arabia	662	707	579	337	51	2,336
Un. Arab Emirates	89	136	124	54	10	413
Oman	79	78	103	73	17	350
Other countries	81	90	41	26	7	245
	Percentages					
TOTAL	31,5	29,2	23,7	13,2	2,4	100,0
Libya	32,8	27,7	22,0	14,1	3,4	100,0
Bahrain	39,2	23,6	24,9	7,8	2,5	100,0
Iraq	41,7	28,7	18,3	9,7	1,6	100,0
Jordan	40,0	31,8	16,8	10,5	0,9	100,0
S. Arabia	28,3	30,3	24,8	14,4	2,2	100,0
Un. Arab Emirates	21,6	32,9	30,0	13,1	2,4	100,0
Oman	22,6	22,3	29,4	20,9	4,8	100,0
Other countries	33,1	36,7	16,7	10,6	2,9	100,0

APPENDIX III

TABLE 3. PERMANENT RESIDENTS DEPARTING (excl. emigrants) BY OCCUPATION AND COUNTRY OF TEMPORARY EMPLOYMENT

1982

Occupation	Libya	Bahrain	Iraq	Jordan	S. Arabia	Un. Arab Emirates	Omar	Other	Total
TOTAL	354	554	760	220	2,336	413	350	245	5,232
Professional, technical and related workers	36	150	144	38	534	159	123	69	1,253
Administrative and managerial workers	-	1	2	-	6	3	-	2	14
Clerical workers	11	17	10	2	71	28	21	11	191
Sales workers	1	1	-	-	1	1	-	-	4
Service workers	13	4	18	2	47	6	2	2	94
Production and related workers, transport equipment operators and labourers	293	381	586	178	1,652	216	203	102	3,611
Occupation inadequately described	-	-	-	-	3	-	1	1	5
Not stated	-	-	-	-	2	-	-	58	60

GENERAL INFORMATION REGARDING THE ENTRY
AND STAY OF ALIENS IN CYPRUS

A. VISITOR

Aliens may enter Cyprus for a maximum period of 3 months provided they possess valid national passport, return ticket to their country of domicile and they are in possession of sufficient funds for their maintenance during their stay in Cyprus.

The date of expiry of a visitor's permit in Cyprus is normally stamped on his passport and visitors wishing to extend their stay in the Island are advised to apply through the Aliens Office of the district in which they reside. This should be done at least two weeks before the expiration of their permit and the application should be submitted on the prescribed form M.61.

B. BUSINESS

Aliens coming to Cyprus for business require Permits which may be obtained at the nearest Cyprus Consular Office or at the port of entry in Cyprus.

Persons coming under this category should not engage in any sort of employment paid or unpaid while in Cyprus but may investigate the possibility of opening a business or extend their trade with Cyprus.

C. EMPLOYMENT IN CYPRUS

Applications for employment should be submitted not by the persons concerned but by their prospective employer in Cyprus.

Applications should be submitted on form M.64 which may be obtained from the Aliens Office of the district of residence of the employer who should submit them thereto together with a covering letter, and an offer of employment.

Entertainment of an application for employment largely rests on its contribution to the general economy of the Island and its non competition with the local people. Each application is treated on its own merits and no general rules for its approval may be given in advance.

Applications usually take 2-4 weeks for consideration and the result is communicated to the employer in Cyprus, who should inform the employee accordingly.

Persons wishing to come to Cyprus solely for the purpose of employment are advised to secure an employment permit beforehand.

D. HEALTH SERVICES

Migrant workers though small in number in the case of Cyprus may be provided with medical care in the Government Medical Institutions if they choose to resort to them, upon payment of the fees and charges laid down in the relevant regulations.

E. HOUSING & ACCOMMODATION

No facilities are granted in this field by the Government.

F. EDUCATION

Educational facilities are granted to children of migrant workers. Elementary Education is free and Secondary Education up to the 3rd year for Public Schools.

G. PERMANENT RESIDENCE IN CYPRUS

Permanent residence refers to residence of many years and possibly for good. Certificates of permanent residence granted to aliens are valid for an indefinite period and their holders are exempted from the necessity of obtaining visas when entering Cyprus. The alien in question must come and take up permanent residence in Cyprus within one year since the date of issue of

the Immigration Permit. Immigration Permits are classified under five categories. Applications are made on the relevant form M.67 and submitted to this Office for consideration. Applications should be accompanied by all relevant documents regarding applicants financial standing. Applications under category (F) are usually made by persons who wish to retire in the Island which offers a unique climate and hospitality. Applicants under this category should be of independent means of support and documentary proof of their earnings (from banks, pension funds etc.) should be submitted together with their application.

H. FORMALITIES

Certificates of vaccination against smallpox, cholera and Yellow fever are required for persons who are coming from or have travelled through infected areas.

All persons, other than visitors or Tourists should within 7 days of their arrival in Cyprus, call to the Aliens Office of the district of their residence to obtain an Alien Registration Certificate (a form of identity card) which keeps trace of their address in Cyprus. Residents in the Nicosia district should apply to the Immigration Authorities in Nicosia. The persons concerned should bring with them their passports, three passport size photographs and the sum of £1.000 mils in cash.

I. OTHER USEFUL INFORMATION

CURRENCY

The Cyprus pound is not equivalent to the sterling pound. At present the Cyprus pound (C£) is equivalent to C£0.858 to £1. pound sterling.

There is no limit to the amount of currency and cheques brought in Cyprus, but the export of Cyprus currency is limited to C£10 in cash and of foreign currency and cheques to the unspent balances thereof. All aliens are therefore urged to state on their arrival in Cyprus the amount of their foreign currency and cheques to the appropriate authorities.

J. DUTY FREE ITEMS

Adult passengers arriving in Cyprus are usually allowed a bottle of spirits, 200 cigarettes or half pound of tobacco, and two ounces of perfume free of duty. A reasonable number of personal items is also allowed free of duty.

Duty free shops are provided for departing passengers at Nicosia Airport and the other ports.

K. EXPORT OF ANTIQUITIES

The purchase or export of antiquities without the written permission of the Director of the Antiquities Dept. is strictly forbidden.

L. IMPORT OF CARS

Persons arriving in Cyprus as visitors or for business and staying for less than a year may import their cars free of duty. They are also exempted from the payment of registration and circulation fees.

They should however call to the Registrar of Motor Cars in Nicosia, or Limassol within two days of their arrival in Cyprus for completion of the necessary formalities.

The above concessions are granted to persons using their cars for their own needs and exporting them when leaving Cyprus.

THE GENERAL POLICY OF THE MINISTRY OF LABOUR AND SOCIAL
INSURANCE WITH REGARD TO THE EMPLOYMENT OF ALIENS

Applications for the employment of aliens are in general governed by the Aliens and Immigration Law (1949) and the Regulations made thereunder. The competent Government department for the issue of such permits is the Migration Department, Ministry of Interior.

The Ministry of Labour co-operates closely with the above department by examining each application from the labour point of view and submitting "binding" recommendations to the Migration Officer as to the need for the issue of an employment permit to an alien, taking always into account the employment situation and economic needs of the island.

It should be emphasised that according to Article 11(1) of the Regulations made under the Aliens and Immigration Law (1949) an application for employment permit will not be considered unless the alien has entered into a contract of employment with a local employer. The Ministry of Labour, before submitting its recommendations to the Migration Officer, must be satisfied that the terms and conditions of employment offered to the alien are not less favourable than those existing in industry at the time, (according to the collective agreements signed between Employers and Trade Union), and that the general provisions of the Contract are in agreement with the Law. The Ministry expects also from the employer to ensure that his employee and his family (if any), is suitably accommodated.

The position of an alien in the case of a labour dispute is the same as that of a Cypriot national i.e. the alien has the same rights and obligations according to the Cyprus Labour Legislation and existing labour institutions.

The criteria which are taken into account by the Ministry for recommending the granting of an employment permit are based on the Ministry's general policy for the employment of aliens which can be summarised as follows:-

1. No employment permit should be issued to an alien when suitably qualified local people are available. This could be ascertained by a publication in the press inviting persons concerned to send applications to the Ministry.
2. The ultimate selection is of course the right of the employer who may reject any or all local candidates as unsuitable for the post but if the Ministry is convinced that one or more local candidates are suitable then the issue of an employment permit to the alien will be refused.
3. Employers should not be required to employ an understudy to an academically qualified alien if the work the alien will be performing requires academic qualifications or skills which cannot be obtained in "understudy" employment. The alien, however, should submit proof of academic qualifications that it is claimed he possesses.
4. In all other cases, employers should be required to employ an understudy/counterpart to the alien, who will eventually replace the alien, specifying the period which is necessary for the training of such understudy.
5. An employment permit is granted on a temporary basis and should be renewed, (if the relevant application by the alien is approved), year by year at the maximum.
6. The maximum period for which an alien can be employed in Cyprus is usually 3 - 5 years. Exceptions to this rule are the following:-
 - (a) Directors/Managers or Representatives of foreign companies or firms based in Cyprus.
 - (b) Holders of special academic or professional qualifications (Experts).
 - (c) Those possessing special skills or having special talent useful to the industry and the economy in general.

The above may be allowed to stay and work for an unlimited period and as long as their services are indispensable.

7. An employment permit is valid for the job for which the permit was issued. A change of employment, (or employer), by the alien, is treated as a "new application" and examined by the Ministry as such.

5. National Report of Denmark

by Jan Hjernoe, the Committee on Immigration
Research, Danish Social Science Research
Council

FOREWORD

The Danish Committee on Immigration Research is appointed by the Danish Social Science Research Council to promote research on immigration in Denmark. The Committee has been active since the beginning of 1982 and is at present engaged in six research projects:

1. A study of psycho-somatic conditions of the Turkish immigrant women in Denmark.
2. A study of the integration of Pakistani women in Denmark.
3. A study of reemigration of Yugoslav workers in Denmark and Sweden.
4. A study of the quality of life of the immigrants in Denmark.
5. A study of the social, economic and political integration of the Turkish workers in Denmark.
6. A study of the social factors which promote or restrain the integration of immigrants from Turkey, Yugoslavia and Pakistan.

The Chairman of the Committee is Associate Professor, Holger Bernt Hansen, University of Copenhagen.

Jan Hjarne
secretary, M.Sc.
May 1983

I BASIC STATISTICS

In 1967 a recession in the West German economy forced many foreigners to look for new employment in the neighbouring countries. This brought some foreigners to Denmark, and here they soon experienced that it was easy to find employment and obtain residence and work permits. This information was passed on to relatives and friends at home, and soon a series of expanding chain migrations had developed in Turkey, Yugoslavia, Pakistan and Morocco.

Prior to 1967 the need for labour in the sectors of manufacturing and service had been satisfied by labour moving away from the agricultural sector due to rationalizations and by mobilizing females. By 1967 it began to be difficult to satisfy the need for labour in the internal labour market, and foreigners could be taken in and given a work permit.

The majority of foreigners living in Denmark up to 1967 had come from the neighbouring countries or from the United States. Socially, culturally and economically these aliens had been used to conditions similar to those in Denmark, and they had little problems in getting integrated. The foreigners arriving after 1967 have mainly been recruited from countries like Yugoslavia, Turkey, Morocco and Pakistan, where the social and cultural conditions are very different from the Danish, and this has caused a lot of problems of integration.

In the end of 1970 the Danish authorities began to worry that the number of immigrants should exceed the number of vacant jobs available. A temporary suspension of the issuing of new work permits was introduced. This temporary suspension has, due to the economic crisis, become permanent. Only for a short period in 1973 the issuing of new work permits was resumed.

Though no new work permits have been issued for a number of years, the number of aliens in Denmark has constantly increased. This is due to the rule that immigrants holding a valid residence and work permit are entitled to bring their spouse and children

to Denmark. Many men, who came here in the late sixties and in 1970, have brought their relatives to Denmark.

By January 1, 1982, 101, 914 foreigners resided in Denmark. This is approximately 2 % of the total population. 26 % of these foreigners were children under the age of fifteen. Only 2 % were old people (65 years or more). Of the rest a little more are males than females.

Nationals of the other Nordic countries (i.e. Iceland, Norway, Sweden and Finland) have since 1954 been able to take up residence and engage in work without permits. Since 1973 Denmark has been a member of the EEC, and nationals of the other EEC countries can take up work in Denmark without a permit. All other nationals must obtain a residence permit before entering Denmark if they wish to remain in the country for more than three months. If they want to work they must also obtain a work permit.

By January 1, 1982, 21,7 % of the foreigners residing in Denmark were Scandinavian nationals, 23,4 % were nationals of EEC Countries and 30,4 % were from Turkey, Yugoslavia and Pakistan. (For further information, see Table 1 and 2).

Table 1. Number of aliens according to area of origin. January 1, 1982.

	Males 15-64 years	Females 14-64 years	Children 0-14 years	65 years or more	Total
Nordic countries	7,043	10,293	3,803	1,008	22,147
EEC countries	11,169	7,166	4,944	542	23,821
Rest of Europe	10,934	8,547	9,404	204	29,089
Africa	1,919	884	1,406	15	4,224
Asia	5,110	4,175	5,716	95	15,096
America	2,299	2,357	1,452	297	6,405
Other countries	432	386	299	85	1,132
Total	38,906	33,808	26,954	2,246	101,914

It is mainly the immigrants from Turkey, Yugoslavia and Pakistan who have encountered problems regarding integration. Up to 1970 most of the immigrants from these three countries were adult males, but they have now brought their wives and children to Denmark. The problems of integration, which in the start was confined to a problem of adult men, are now a broad family problem encompassing both adult males and females as well as children.

The number of non-Nordic and non-EEC citizens holding a work permit has increased from 9,281 in 1960 to 55,946 in 1982. Outside the EEC countries Turkey, Pakistan and Yugoslavia make out the largest groups (see Table 2).

Table 2. The largest groups of aliens according to nationality.

	Males 15-64 years	Females 15-64 years	Children 0-14 years	65 years or more	Total
Turkey	6,403	4,099	6,163	40	16,705
England	4,713	2,706	2,057	157	9,633
West Germany	3,443	2,501	1,757	266	7,967
Jugoslavia	2,678	2,398	2,276	50	7,402
Pakistan	2,063	1,675	3,079	5	6,822
United States	1,446	1,437	711	250	3,844

The rate of activity among the immigrants between the age of 15 and 74 is high: 92 % for the Turkish males, 64 % for the females; 85 % for the Yugoslavian males and 77 % for the females; 94 % for the Pakistani males and 56 % for the females. The corresponding figures for the total population are 77 % for males and 61 % for females.

55 % of the Turks, 85 % of the Yugoslavs and 91 % of the Pakistanis are employed in the Copenhagen Region, as compared only 30 % of the total Danish working force. Most immigrants are engaged in manufacturing and service. 93 % are wage earners. Most are employed as unskilled labourers.

The rate of unemployment among the immigrants has changed during the 1970's. In the beginning the figure was lower than among the Danes. It is now higher, and especially the Turks, the Yugoslavs and the Pakistanis are struck by unemployment. They lack sufficient knowledge of Danish and find it difficult to obtain employment in competition with Danes. By November 1, 1982, 42,1 % of the Turkish females and 32,8 % of the males were unemployed. The corresponding figures for the Yugoslavs, the Pakistanis and the total population are 25,1 % females and 22,5 % males; 38,1 % females and 25,7 % males; and 13,4 % females and 12,2 % males. It is especially the youths who find it hard to become employed and very few are engaged in vocational training.

On an average the aliens have a lower income than the Danes. A few studies of their living conditions show that the majority of the Yugoslavs and the Pakistanis live in old houses with substandard sanitary conditions. There are more people per room than in the Danish population and on an average they pay more per square meter in rent than the Danes. Their rate of accidents at work is 2-3 times higher than among Danish workers.

II DANISH IMMIGRATION POLICY

Denmark has for many decades followed the restrictionist trend in its immigration policy. Before 1926 there were very few restrictions imposed on foreigners, who wanted to reside and work in Denmark. In 1926 a law was passed which required that foreigners should obtain a work permit before engaging in work in Denmark. Such permits could only be issued if it was considered to be in the interest of Denmark to give such permissions.

The formation of the Nordic Labour Market in May 1954 made it possible for nationals of Norway, Sweden, Iceland and Finland to remain in Denmark and take up work without applying for permits. In 1973 Denmark became a member of the EEC, and since then nationals of the other EEC countries have been able to take work in Denmark without permits. Other nationals, wishing

to remain in Denmark for longer than three months, have to have a residence permit, which must be obtained before entering the country.

Spouses and children under the age of twenty are in principle entitled to a residence permit if their spouse/parent already holds a residence and work permit, and has suitable accommodation for the family.

All non-Nordic or non-EEC nationals must have a special work permit if they wish to take up employment. They must apply to the Danish representation in their own country or in the country where they have lived for the previous six months. The permit must be applied for before entering Denmark.

The work permit is issued for one year and is renewable. For the first two years, the permit is granted work with a sign employer and the foreigner has to contribute to the unemployment insurance. During that period any change of employer is subject to special authorisation. An immigrant worker's wife and children over the age of sixteen have the possibility of obtaining work permits directly in Denmark.

If the issue or renewal of a residence permit is refused, the immigrant has the possibility of appealing to the Minister of Justice. As long as the latter has not made a decision, the foreigner is entitled to remain in the country.

All foreigners remaining in Denmark for more than three months must, like Danish nationals, communicate their address within the five days following a change of domicile to the population registry office of the region where they are to be established. Foreigners leaving the country for good must inform the registry office.

Foreigners having committed serious offences resulting in expulsion from Denmark, may not enter any Scandinavian country for a certain period. The reason for the expulsion order is set out in writing.

Regarding legal status, foreigners have almost the same rights as Danish nationals. However, they cannot become Government officials, they receive no assistance from Danish representatives abroad, they cannot become owners of a dwelling until they have resided in Denmark for five years (nationals of the EEC countries are excepted from this rule, they may purchase a dwelling to house their families), they cannot vote in elections to the Danish Parliament nor be elected to this body. Since the 1978 election, nationals of the other Nordic countries have been given the right to vote and to be elected to the Municipal Councils. This right was in 1981 extended to all foreign nationals, and three foreign nationals are at the moment members of local Municipal Councils.

Applications for naturalization are considered by the Ministry of the Interior and are granted by law passed in the Parliament. The usual criteria in such cases is that the applicant must be over 18 years old, has been residing in the country for more than seven years, has a good knowledge of the Danish language, has incurred no legal sanctions (other than small fines), has paid taxes without delay and not been in receipt of certain forms of public assistance.

There are more flexible rules for nationals of the Nordic countries and for foreigners married to Danish citizens.

Regarding schooling, children who do not have Danish citizenship, who have another cultural background, are free of charge offered the same education as Danish children. However, Danish is the medium, and knowledge of Danish is the important precondition for benefitting from the Danish system of education.

Special classes in Danish language have been established both for adults and for children and the education is free of charge. Immigrants, who do not wish to have their children educated in the Danish medium, are free to establish private schools, and provided these schools meet certain requirements as to the standard of education, it is possible to receive public support.

To establish a private school requires a good knowledge of organization, and very few of the new groups of immigrants have been able to found their own private schools.

Children with a non-Danish mother language are in some areas with a high concentration of immigrants offered courses in their mother language and in social studies of their home country. Where such courses are offered, they are usually given after normal class hours. It has not been possible to offer all foreign nationals special courses in their language. More than 140 foreign nationalities are represented in Denmark, many live scattered in very small groups, and it has shown to be too costly to offer all children special training in their language.

If the children of immigrants shall benefit from the Danish system of education, which is open to them free of any charge, they must learn Danish. The Danish education authorities have therefore been criticised for exercising a tough policy of assimilation paying too little respect and consideration to cultural background of the immigrant children.

The aim of the Danish immigration policy is to integrate the immigrants into the Danish society. What is meant exactly by the term integration is not precise, and at present the question of immigration is subject to a widespread public debate. The Danish Parliament is presently reading a Bill concerning the legal status of foreigners in Denmark. The majority of the members of Parliament seems to agree that the present stop for the issuing of residence permits to new immigrants shall continue. Only the spouse and the dependent children of aliens residing in Denmark can obtain a residence permit. The majority also agrees that the legal protection of foreigners residing in Denmark shall be improved.

III THE SITUATION OF COMMUNICATION

When the migrant labourers from Yugoslavia, Turkey and Pakistan began to immigrate to Denmark in the late 1960's, the problem

of communication was very serious. The immigrants had little knowledge of the functioning of a modern welfare state. They often took up employment which was paid below the official minimum rates, and often the immigrants paid no attention to the rules and regulations regarding working time, security, etc. Many regarded the labour unions as hostile organizations, which tried to take some of their money and which in every tried to create troubles for them.

In 1969 the Danish Ministry of Cultural Affairs and the Unskilled Labourers Union (DASF) took an initiative to establish clubs for the foreign workers. Here the immigrants could meet countrymen and receive information regarding their rights and duties in Denmark. Gradually most of the immigrants became members of the labour unions, and learned to demand correct payment and time of work from their employers. They paid their fees to the unemployment insurance, etc.

The public administration encountered a lot of problems in the start. There were very few good interpreters available, and it was very difficult to communicate with the immigrants. In 1970 the Ministry of Social Affairs started a centre of interpretation. Here a number of professional interpreters are employed and by phone they assist public servants, employers, unions, etc.

To overcome the problem of communication, a lot of efforts has been spent on running various classes in Danish. Many immigrants have showed very little inclination to use the opportunities offered for learning Danish. Many still hope to return to their country of origin, and do not feel that they need to learn Danish, which - after all - is a small language, spoken only by five million people. The lack of a proper understanding of Danish is still a problem.

In 1970 a special newspaper for migrant workers began to be published with financial support from the labourers and employers unions. In Danish, Turkish, Urdu, Serbo-croatian and Arabic, it

informed the immigrants on the duties and rights in the Danish society. The immigrants never paid much attention to the paper. Many were illiterate, and had to rely on others for information, and finally the unions decided to withdraw their support, and the paper could not be continued. At present the Ministry of Internal Affairs is planning to publish a new special paper for the immigrants.

Since 1969 a lot of small pamphlets have been published providing information to the immigrants on various aspects of the Danish society. The Danish Broadcasting Corporation has for some time broadcasted newsbulletins five times a week on Serbo-croatian, Turkish, Urdu and Arabic. Each bulletin lasts for five minutes and once a week a social magazine of 15 minutes duration is transmitted in each of the 4 languages. The social service magazines give information on the rights and duties of the immigrants.

In Copenhagen and other urban areas with a high concentration of immigrants, the local councils support club-activities of the different nationalities. Here the immigrants can meet countrymen and get information. In a few local councils special offices of information for immigrants have been established.

Many of the immigrants seem more interested in information on the development in their home country, especially in their home village. Letters and tapes are exchanged with relatives and friends back home, and often the immigrants are better informed about matters in their rural village back in Turkey, Yugoslavia and Pakistan than in life around them in Denmark. Many immigrants listen to broadcasts from their home country - many have crystal-receivers, which serve them well. Many have purchased a video-set and subscribe on video-tapes of films from home. Newspapers printed in Turkey, Yugoslavia and Pakistan can be purchased many places in Denmark.

IV RESEARCH ON COMMUNICATION

Research on immigration has been very limited. Researchers,

politicians, etc. expected for a long time that most of the immigrants would return to their country of origin as soon as they had saved enough money to go back. All the social and cultural problems connected with the immigration were short-term, they would disappear when the migrants returned. Only few were therefore inclined to study the problems. Today we have realized that the immigrants will remain in Denmark and that there is an acute need for research.

Up to now only one project has focused on the problems of communication. It was a project investigating the knowledge and understanding among the immigrants of the Danish public health system and the social security system, combined with a study of the health condition of the infants of immigrants. The study was carried out by Soeren Kleback, who is a doctor of medicine and Christian Horst, who is a doctor of cultural sociology. They found that the immigrants had a very insufficient knowledge of the Danish public health- and social security system. Pamphlets and other material of information on the two systems were not easily understandable for the immigrants. Many are illiterate and cannot benefit from printed information and those who can read and write had difficulties in understanding the information because those who produced the information had not taken into account that most immigrants have a cultural and social background which is very different from that of the Danes (Soeren Kleback and Christian Horst: *Fremmedarbejdernes viden om social- og sundhedsvaesenet*. Institute of Social Medicine. Publication No. 7, Copenhagen 1977).

V THE PRESENT RESEARCH SITUATION

The Danish Social Science Research Council, which is financed by the Danish state, has in 1981 appointed a special committee on immigration research. This committee, which has associate professor Holger Bernt Hansen as its chairman, has carefully studied the need for research on immigration and found that there is a great need for research. However, funds for research are limited and the committee has therefore decided to give priority to studies of:

1. The situation of the different groups of immigrants in the Danish society, including their integration and position as a minority group;
2. The social and cultural background of the most important groups of immigrants and how this background affects their integration;
3. The attitudes of the immigrants regarding their position in the Danish society, especially the attitudes among second generation immigrants, and of the attitudes of the Danes towards the immigrants; and
4. The living conditions of the immigrants.

The Danish Social Science Research Council will initiate research on immigration in the coming years. The Council has not yet considered making a project proposal of a national subproject within the framework of the project "The Role of Information in the Realization of the Human Rights of Migrant Workers". The Council is represented here in order to follow the development of this project and see if attempts should be made in order to initiate a Danish subproject.

6. National Report of the Federal Republic
of Germany
Media, Migrants and Marginalization
by Manfred Oepen

I THIRTY YEARS OF MIGRATION TO THE FEDERAL REPUBLIC OF GERMANY

The Federal Republic of Germany, like Sweden, is not a classical immigration country. As an advanced industrialized society in the powerstructure of centres and peripheral areas in international polit-economic relations, it began to attract migrant workers after World War II so that labor supply would meet capital investment.

The influx of large numbers of migrant workers from areas other than former German territories in Eastern Europe started with the 'Wirtschaftswunder' in the early Fifties. (1)

Then, the labor demand of the German economy could only be met by an additional labor force from the European periphery. Agreed upon by government and trade unions, a Federal labor institution, Bundesanstalt für Arbeit, administered the recruitment of migrant workers in a centralized way as a means of directed labor market policy. A first bilateral recruitment treaty (Anwerbevertrag) was signed with Italy in 1955. Agreements with other sending countries followed: 1960 with Spain and Greece, 1961 with Turkey, 1963 with Morocco, and 1968 with Yugoslavia. (2)

Migrant Population in 1982

nationality	absolute number	% of migrant population
EEC-states	1.213.945	26,0
among them		
Italy	601.621	13,0
Greece	300.824	6,5
Marocco	42.590	0,9
Portugal	106.005	2,3
Spain	173.526	3,7
Turkey	1.580.671	33,9
Tunesien	25.189	0,5
Yugoslavia	631.692	13,5
Others	893.299	19,1
Total	4.666.917	

Source: Ausländerzentralregister

The Italians remained the largest group until the late Sixties, followed by Greeks and Spaniards. In the Seventies, the Turks took over (34 % in 1982), followed by Yugoslavs (13,5 %), Italians (13 %) and Greeks (6,5 %). Migrants, of course, live in mostly urban and industrialized areas. Some of the major cities are 10-25 % populated by migrants: Frankfurt 25 %, Stuttgart 18 %, Berlin, the fourth largest Turkish city in the world, 12,4 %. Nearly 60 % of this predominantly unskilled labor force is occupied in processing industries, another 16 % in gastronomy and other services.

While the number of migrant workers only doubled to 160.000 in the Fifties, it increased considerably to 1,3 mio. by 1966. Until then, migrants by and large had been interested in temporary employment so that they rarely brought their families. They paid taxes and social security without using public services - schools, social infrastructure etc. - too much. The short economic boom after 1968 led to even higher influx rates. The peak was reached in 1973 when, out of a migrant population of nearly 4 mio, the migrant workers made for 11,9 % of the total labor force.

The oil crisis and the rising worldwide recession caused a cancellation of the aforementioned recruitment treaties in the end of 1973 (Anwerbestopp). This measure, increasing unemployment rates since 1974, and employment priorities for Germans and EEC-citizens resulted in a significant drop in the number of migrant workers. Nonetheless, the total migrant population further increased because, since the mid Sixties, the migrants now brought their families. In 1961 the total migrant population was only 25 % larger than its labor force. In 1982 only 40 % of the migrants were employed. They then numbered 4,6 mio, compared to 61 mio Germans.

This is of special significance because the migrant population on the average is younger than the German one: only 2 % of the migrant population is older than age 65. Indeed, unemployment with migrant teenagers is by far higher than with German ones or with migrants in general.

In 1982 48 % of all migrants had lived in the Federal Republic for more than 10 years, approximately 5 % for more than 20 years. A second and third generation of children and young people born and socialized in Germany with different perspectives and aspirations have further changed and differentiated the complex migration situation.

The migrants who came to Germany are extremely heterogenous in ethnic, social and cultural traits. They have in common economic reasons for migration, and a mostly rural background which has to do with the development of productive forces in the peripheral areas they come from. Independent from ethnic and cultural background they have taken over common functions and positions in German society and economy which make them a part of the working class. Even if they lived in urban areas and were part of the industrial labor force in their home country before, they are still in a transitory socio-cultural, political and economic process of class formation. The framework of this process can be summarized as such: socialization in a changing peasant society; formation of a special milieu in the receiving country which is characterized by a disintegration of peasant socialization; the social milieu's potential for political articulation and organization; discrimination concerning labor, housing, education, media supply, and public authorities; fear of individual migrants to be 'repatriated' while they as a whole have become indispensable for the receiving country's economy. (3)

II MIGRATION POLICY AND LAW

a) The Fifties and Sixties and the Rotation Model

From the beginning, German migration policy was dominated by two principles which turned out to be persistent to the very day:

- (1) Migration policy is pure labor market policy and, thus, depends on the economic situation of the Federal Republic.
- (2) The Federal Republic is no immigration country.

In the Fifties and most of the Sixties migration policy as defined above hardly caused any problems because labor was in demand and the migrants by and large expected to stay only temporarily and single. In this period the so-called 'Gastarbeiter' (guest workers) were strictly dealt with according to the rotation principle: bring them as long as labor is needed, transfer them back to their sending country as soon as their capacity proves superfluous, and preserve their national and cultural identity to facilitate remigration. The consequences of this concept could especially be felt in education. Basically, national classes were taught German curricula in their mother tongue with German as a second language - not out of respect for other cultures but because the children were not supposed to stay in Germany.

b. The Seventies and the Integration model

It was not before the early Seventies, when the labor market was saturated due to the post-oil crisis recession and the migrants had brought their families for longer termed stays, that German politicians realized the true meaning of Max Frisch's word "One had called for workers, and human beings have come." The 'Gastarbeiter' was discovered as a subject to stay and, thus, to cause political and social problems. The deficiencies in social infrastructure and the ignorance towards their different cultural identity too easily were misinterpreted by lack of integrativeness due to language barriers, cultural distance etc. Action programmes and pilot studies on the integration of ethnic minorities were launched in several Federal States. But, on one hand, the recession stopped most of them. And, on the other hand, the integration model featured by the social-liberal coalition in the Seventies was extremely assimilative. Therefore, stress was put on the second and third generation.

The assimilative integration model was much conceptualized by a special Federal Commission on 'Migration Policy on the Federal and the Federal State Level' in 1977. It stressed, again, that the Federal Republic is no immigration country, confirmed the recruitment stop of 1973, remigration incentives, and the second

generation priority. But it also recognized that migrants will remain remain employed in the Federal Republic for a long time, and that their legal and social status has to be secured. Some laws related to residence permit were improved thereafter. The head of a migration policy parliamentary commission (Bundesbeauftragter der Bundesregierung für die Integration ausländischer Arbeitnehmer und ihrer Familienangehörigen) who began working in 1978 arose some attention. In his first report he plead for a right of naturalization as an option for migrants younger than 19, and for the right of political participation, especially voting, on the communal level (kommunales Wahlrecht). Both proposals were never put into practice but remained hot issues.

As the Federal Republic is not considered an immigration country naturalization, of course, is made hard to obtain. Today, migrants may apply for it after at least 10 years of permanent residence in Germany. The application and the collection of approximately 20 documents is a costly, time consuming and highly bureaucratic affair. Moreover, the applicant has to prove that he or she speaks German well and is "deeply rooted in German culture". This is why less than 130.000 migrants were naturalized between 1970-1981.

Communal political participation has been another central issue for years. Opponents stick to the constitution which only renders Germans the universal suffrage. Protagonists argue that the community is a selfgoverning body unconcerned with questions of national impact. Therefore, migrants who live there for a long time, pay taxes and contribute to social welfare should be given access to participate in political decision making processes which significantly affect their lives, too.

Except for the new party in Parliament, the 'Greens', these issues as well as the aforementioned principles of migration policy and the integration model were dealt with on a basis of consent between the other former and current government parties. Though the Christian and Social Democrats and the Liberals differ in the way they imagine the concept to be transformed into concrete action.

The Unions are torn between the more conservative umbrella organization, DGB, and some of its more progressive individual member unions, like the IG Metall. While the latter even in 1982 plead for communal political participation and the improvement of laws related to residence and work permit, the DGB confirmed the government line, i.e. recruitment stop, employment priorities, assimilative integration model etc.

Protestant and Catholic Church cooperate in their social services for migrants. The practices in church-run institutions like schools or kindergartens are not always un-contradictory. But, the Church, beside the 'Greens', is the only social group of influence which acknowledges the fact that the Federal Republic has become a multi-cultural society. Therefore, integration must not only be expected from migrants; also Germans must adapt to the new conditions of a multi-cultural cooperation.

c. The Eighties and the Rotation-Plus-Integration Model

Meanwhile, German and transnational capital continues leaving alone the migrant labor force it had so willingly called into the country, and instead, is invested abroad. At least from late 1981 on, and even more so since the change in government in March 1983, all measures in German migration policy seem to serve one central goal: invisibilize the migrant population.

Three policy target areas can be defined:

(1) the limitation of further immigration. This is ensured by the recruitment stop and restrictive regulations concerning the immigration of spouses and children of migrant workers. For example, the age of children eligible for immigration was reduced from 18 to 16 in December 1981. Due to proposals of the current government, which are likely to be ratified, it will be further reduced to age 6; it will even be impossible if only one parent is living in Germany. It is argued that this would improve the education and job qualification of the second and third generation. It does not take into consideration, however, the sinking relevance of these criteria for employment probability and related increasing unemployment rates with qualified migrant teenagers.

(2) the reduction of the migrant population. Much is talked about remigration incentives. A direct remigration award of 10.500 DM per returnee and 1.500 DM per child is offered. It has also been discussed whether an immediate repayment of social welfare contributions (DM 12.000 - 15.000 on the average) should be used as an incentive. Aside from these incentives, restrictive residence and work permit regulations are enforced. With a generally desperate housing situation the residence permit for instance depends on the evidence of "appropriate" housing space. With the aforementioned employment priority for Germans and EEC-citizens still working some Federal States, like Berlin, will force migrant teenagers to leave Germany unless they have lived here for at least 5 years and are employed or in education when they reach the age of eighteen. Cultural alienation, of which communication is one important area, is continued. Xenophobia of large proportions of Germans which racist media coverage of migrants and hostile statements of politicians have contributed to has, within the last two years, increased from ignorance to often open aggression. The remigration rate steadily decreased since 1976 despite all these unfavorable factors and measures. This may show how low the prerequisites for a return to the home countries are estimated.

Most of the migrants know that the economic problems - not to speak about the social and cultural ones - expecting them back in their home countries cannot be solved with such an extra capital.

(3) the assimilation of remaining migrants. As it has been said before, stress is put on the second and third generation. The first one is considered hopelessly stuck to traditional value systems and behavior patterns and, thus, inappropriate for integration. The second and third generation, however, which have undergone - at least partwise - German socialization institutions like school, peer group, vocational training, are given the 'chance' to adapt to German majority society. Migrants are expected: to speak German well, to give up "overemphasized" national and religious behavior disturbing peaceful co-existence in German society, to adapt to German norms and behavior patterns. Therefore, migrant children - except for experimental models in some places - are

either taught in classes at least 80 % German or in national classes due to German curricula and in German. In both cases, their mother tongue is taught only as a second language. This policy of 'in the morning Germany, in the evening Turkey' (or any of the other nations) makes for the alarming number of migrant children being illiterate in two languages, and more: in two cultures.

The idea seems to be that an assimilated 'Gastarbeiter' is an invisible 'Gastarbeiter', and that, hence, the 'Gastarbeiterproblem' vanishes by itself. But, in less than 8 years at least 25 % of all secondary school graduates will be migrant teenagers. If current trends in unemployment rates, underrepresentation in vocational training, apprenticeships and academic studies, hostile public opinion and cultural alienation continue the much referred to second and third generation might go through the same experiences as their Chicano resp. Afro-Asian counterparts in the US and in Great Britain. There, those who were mainly socialized by the majority society's institutions and assimilated were nonetheless denied full integration in terms of political, social and cultural participation. Their relatively high aspirations turned into marginalization and a renaissance of traditional cultural value and behavior patterns of their countries of origin. (4) It should be evident that such a development becomes counterproductive to any integration model and efforts.

III THE INFORMATION AND COMMUNICATION SITUATION OF MIGRANTS

a. An Image

Imagine a city somewhere, a fairly big city, 130.000 inhabitants. The citizens there are provided with a poor communication infrastructure, at least concerning software.

Though 90 % of them own a radio they only receive 1 hour and 10 minutes of radio broadcasting a day plus another 1 hour and 30 minutes six or seven times a year. Though 90 % of them own a TV set they only receive 45 minutes of TV programme every second week. Movies are shown irregularly, maybe once a week, in

changing places. Five daily newspapers and about a dozen magazines in the local language are available but as they are imported from abroad their content is irrelevant to the needs of the citizens in question. About a dozen libraries hold less than 31.000 books in stock. Cultural events like theatre, dance or song performances are very scarce, too, not more than two or three times a month.

One would think this city is somewhere in the Third World. As a matter of fact it is a Turkish city. The fourth largest Turkish city. It is not located in Turkey, though, but in the centre of Europe. It is Berlin.

The information situation of other national groups and in other places than Berlin is certainly different from this image. But, as it will be outlined in some more detail, it is in most cases worse than the image given.

b. Outline of Information Policy for Migrants

To start with, there is no clearly defined and designed information policy for migrants. In the early days of immigration this was not considered necessary because the migrants' temporary stay was taken for granted. It may be symptomatic in a way that one reason for the introduction of migrant broadcasting in the early Sixties was a reaction on broadcasting activities from Hungary and the GDR. (Unesco 1977:20)

The media, i.e. the electronic mass media, seemed to be an appropriate channel for counteraction in the traditional vertical, linear and one-way fashion. The media were supposed to take over a double function in information policy for migrants:

- (1) provide helpful and practical information and integrative orientation concerning the adaptation of the new social and cultural environment and day-to-day needs
- (2) maintain links with the migrants' national cultures by means of continuous information from and about the sending countries.

The programme structure takes the form of a magazine which can be categorized as follows: (1) orientation for day-to-day life in Germany: mostly administrative messages and legal and work related advice, (2) news service: current news from the Federal Republic, home countries, the world, (3) bridge to the home country: news and cultural features, (4) entertainment: music and sports. The spoken word - music ratio is about 60:40. Most of the programme elements related to the home countries, like news, music etc, are re-takes from their radio stations which the ARD cooperates with. At least in the case of Turkey this bears additional political implications. First non-representative content analyses on the Turkish programme elements reveal that more than 2/3 of the total time deals with the second policy function, the maintenance of bonds with the home country, and of national identity. Only 1/3 of the total programme deals with information related to German affairs, i.e. is supposed to support integration.

The radio as well as TV set ownership in migrant households is near 90 % and almost as high as with German households.

Set ownership in households (in %)

	Foreigners overall	Greek	Italian	Yugoslav	Spanish	Turkish	German*
Radio							
none	10	6	5	14	6	11	2
one	76	34	27	71	67	79	35
two or more	13	17	14	14	25	9	63
Television							
none	12	6	11	17	6	12	3
one	81	84	78	74	80	83	97
two or more	7	7	11	8	13	5	1
colours*	39	38	66	66	76	32	75

Source: Eurostat 1988. *10% unknown households.

Studies indicate that a little more than half of the migrants listen to the radio daily. Those who listen to the programmes for migrants daily or several times a week are decreasing steadily since 1975 (Eckardt 1979: 2). One reason for this may be that the rising second generation which makes for an increasing proportion of general radio listeners is much less interested in home country oriented information than the older generation. Other data show that the general interest in programmes for migrants depends on German language proficiency: the better the less interest.

In general, migrants are not too satisfied with their programmes. Though more than 80 % know about them only 24 % listen to them daily; 88 % would like to change them. While they generally accept that the programmes help to maintain contacts with their home countries they are sceptical about their orientation and integration function (Iskender 1983:71) Turkish researchers who did content analyses also come to the conclusion that programmes for Turkish migrants hardly provide any support for integration into German society and culture (Aktan 1982: 83).

In addition to the special programmes for migrants of ARD most national groups can receive short wave broadcasting from stations in their home countries, in some cases up to 18 hours daily. Beside counter propaganda and the presentation of the sending country abroad the large music and entertainment section and, in a much lesser degree, news and other messages serve the purpose to bind the migrants to their national culture and, in some cases, keep them prepared for remigration. Therefore, these programmes do not at all satisfy migrant information needs related to integration support in Germany.

television

Television, just like radio broadcasting, is purely public in the Federal Republic. This means that the supervisory boards which also determine of influence programme decision making consist of 'publically relevant groups' like political parties, unions, church etc. Though rather small 'relevant groups' like the Jewish minority or a choir of a cathedral are represented in such boards the 4,6 mio migrants are not. Other groups are supposed to act on their behalf.

The first TV programme for migrants was broadcast in 1965 by ARD: 10 minutes a week for each of the main 5 national groups on channel 3, the regional programme. Today, it is still 10 minutes each in Italian, Greek, Spanish, Serbo-Croatian and Turkish, produced by WDR. But only 5 out of the other 8 stations (SDR, SWF, SR, NDR, BR) take it over, i.e. Bremen, Hessen and Berlin are left out.

Most of the sending time (70-80 %) is spent on news from the home countries which are partly re-takes from TV stations there.

Zweites Deutsches Fernsehen (ZDF), nationwide channel 2, began broadcasting additional Italian and Spanish programmes in 1966. In 1970 and 1973 this supply was extended to Yugoslavs resp. Turks and Greeks. Since 1979 each group has 45 minutes viewing time every second Saturday.

The programme is produced in cooperation with the national TV stations in the sending countries which provide the first 30 minutes of news and cultural features from home. This, again, raises the problem of censorship by the sending countries authorities. The other 15 minutes are meant to be integration support because information is given on events and aspects concerning life in Germany. Moreover, the programme is supposed to contribute to intercultural communication and understanding because it is partly moderated or subtitled in German. This is nonsense because the news value of the summarized messages in German is equal to zero.

Content analyses reveal the first, home bound block to be more like tourism promotion than a true reflection of life in the home countries (Kusch 1974:69; Iskender 1983:42). The second block, integration support, is more a brief list of current news relevant to migrants than an enlightening problematization of specific issues.

Television programmes for immigrants (in %)

	ZDF Programmes ¹						ARD/WDR programmes ²					
	Foreigners overall	Greeks	Italians	Yugoslavs	Spaniards	Turks	Foreigners overall	Greeks	Italians	Yugoslavs	Spaniards	Turks
Programme known	89	88	87	85	94	90	72	76	57	66	76	80
Seen in the last three months	77	76	70	71	78	83	52	54	35	46	52	65
Last programme seen	55	55	44	46	55	66	35	36	19	27	34	48
Would miss the programme very much/to some extent?	85	82	79	85	81	89	80	78	70	76	71	88

¹ Programmes in German. Approximation of an hour. On average, for each country, on Sundays between 11.00 and 14.15.

² Four channels: three, 20 minutes. On average, for each country, on Sundays between 14.30 and 17.30 on WDR, W 3, and 5.1. The last figure was people identified as Greek, Italian, Yugoslav, Span, Turkish, Polish, Danish, and Dutch/Westminster.

³ Also people knowing the programme.

Hardly anything is shown on traditions, norms, social and cultural traits of the German society the migrants live in. A mutual intercultural understanding, however, depends on some information on the Turkish lamb sacrifice to Germans as well as on information on German regulations preventing cruelty to animals to Turks.

Recent acceptance studies indicate that the ZDF programme is favored to the ARD one. But non-correspondent figures are given whether about 1/3 or 2/3 watch them regularly (Neumann 1979; ARD 1982). For a more explicit critique of the research methods applied see chapter 4 on research.

Similar to the radio broadcasting TV is evaluated helpful for maintaining in touch with the home countries while it is rated low concerning integration support.

Television programme categories viewed regularly (in %)

	Foreigners overall	Greeks	Italians	Yugoslavs	Spaniards	Turks	Germans ¹
News	55	63	53	64	65	49	90
Politics and economic affairs	21	30	17	31	25	16	43 ²
Sport	43	45	45	47	52	42	44
Films, plays, crime stories	81	60	62	80	64	61	50 ³
Light entertainment, game shows, music	34	58	53	61	62	52	59 ⁴
Native language programming	68	74	51	63	65	80	

¹ Figures based on people who are at least occasionally (foreigners overall 92%, Greeks 91%, Italians 89%, Yugoslavs 89%, Spaniards 90%, Turks 92%, Germans 92%); ² Political reports, documentaries, reports; ³ Films, plays, crime stories; ⁴ Light entertainment and game shows.

The relatively high viewing figures of migrants watching German TV programmes has to be drastically relativized because the viewers mostly consist of young people, women and people with poor German language proficiency. Also, mostly sport, movies and entertainment are watched. Therefore, no information supply has to be expected from this programme section.

Press

For most of the national groups some newspapers and magazines from their home countries are available, at least in big German cities. Other than internationally well-known Italian and Spanish newspapers which are sold in Germany anyway, the Yugoslavian dailies 'Vjesnik' and 'Sportske Novosti' and the Greek dailies 'Akropolis' (printed in Germany) and 'Makedonia' are especially

distributed in the Federal Republic because of the large potential clientele. This does not mean, though, that the special information needs of this migrant clientele are taken into consideration in respect to extra or additional editing.

The newspapers with the by far highest circulation (an estimated 170 - 194.000) and the only ones studied to some extent are the Turkish dailies 'Hürriyet' (70 - 90.000), 'Tercüman' (60 - 80.000), 'Milliyet' (24.000), 'Günaydin' (15.000), and - though on and off - 'Milli Gazete' (2 - 10.000). They can be characterized as follows: 'Hürriyet' - low quality boulevard daily in line with government policy; 'Tercüman' - rightist, nationalistic; 'Milliyet' - liberal; 'Günaydin' - low quality boulevard daily; 'Milli gazete' - owned by MSP, a party of neo-fascist religious fundamentalists which is prohibited in Turkey.

The three biggest dailies print a 'European edition' in Frankfurt where they also have a small editorial staff. They send their material - which makes for about 10 % of the complete edition - to Istanbul where the original edition is set and then sent back to Frankfurt for print.

Media use

	Foreigners overall	Greeks	Italians	Yugoslavs	Spaniards	Turks	German*
Television							
Daily cumulative figures (%)	68	71	66	67	71	68	77
Viewing time in minutes ¹	112	102	112	114	109	113	119
Radio							
Daily cumulative figures (%)	54	53	55	52	54	55	69
Listening time in minutes ¹	91	97	85	110	93	83	136
German-language press							
Daily readership (%)	31	31	39	42	36	20	76
Native-language press							
Daily readership (%)	32	28	23	26	19	40	

* Annual average since 1980

¹ Average weekly; 0.30 to 3.00 hours

Content analyses show that even in the 'European' section of the complete newspaper information is scarce which would be relevant for migrants either concerning their integration in German society or their preparation for a return home. Turkish researchers conclude that Turkish newspapers do not only not satisfy the need for integration support information but prevent it (Aktan 1982: 85). In a general climate of rising xenophobia

within the German population their undoubtedly nationalistic overtone has quite some influence on the Turkish migrants, though. As the newspapers are increasingly considered the 'last bond' to their home country and culture they become a counterforce to German resentments and a reservoir for anti-German prejudices (Iskender 1983: 55).

Since the early Seventies German institutions release periodicals addressed to migrants. The federal government publishes free of charge a quarterly bulletin 'Arbeitsplatz Deutschland' with a circulation of 700.000 copies in all the European migrant languages and Turkish. A similar one, 'IZ-Bulletin' by Bundesanstalt für Arbeit, has a circulation of 100.000 copies. The Berlin Senate distributes 'The Berlin Bear' five times a year in five languages with a total circulation of about 150.000 copies. The unions publish a fortnightly 'metall' and a monthly 'DGB Bulletin', both in six languages, which have a total circulation of about 250.000 copies. For a very short time, from January 1982 to March 1983, and in a limited edition (2.000 copies) there existed a monthly Turkish newspaper 'Kreuzberg Postasi' in Berlin. It was edited by a Turkish/German team attached to a local intercultural social organization, 'Verein SO 36'. Though it provided useful information on social and political activities and participation possibilities it died because of lacking financial support.

Only in the case of the Turkish migrants data exists on the acceptance of these very costly periodicals and bulletins by German institutions. They obviously present only little attractiveness for various reasons, and are read by less than 20 % of the readership in question though they are free of charge. It can be assumed that there is little difference to the other migrant groups.

Cultural and Social Institutions

All of the European and Turkish migrant groups have various social and cultural institutions of their own some of which, like the 'Casas de Espana', are sponsored by their national

government. They can be government-, union- or church-run or selfreliant so that their political objectives and outlook cover neo-fascist organizations like the Turkish culture clubs as well as progressive social-democratic ones like the Turkish worker clubs. Many of those cultural and social centres do very valuable work at the local level: language and adult education courses, theatre and cultural performances, political discussions etc. They play an important role in the maintenance of cultural identity. If the institution is more conservative oriented this can also destructively counteract desirable integration measures.

The three German welfare institutions serve functions in the area of social and youth work. 'Deutscher Caritasverband' (Catholic Church) takes care of Italians, Spaniards and Portuguese and other catholic migrants. 'Diakonisches Werk' (Protestant Church) works with Greek and 'Arbeiterwohlfahrt' (Unions) with Turkish, Yugoslavian and other migrants.

Even more important than the official institutions are informal intercultural groups, initiatives and organizations innumerable of which exist at the local level in almost every city. 400 of them have founded a federal umbrella institution, 'Verband der Initiativgruppen in der Ausländerarbeit' (VIA) which carries out courses, publishes bulletins and books, and does consulting. The initiatives themselves, though only few are partwise funded by official sources, support migrant integration not only by legal and social assistance and non-formal education, like 'Verein SO 36' in Berlin, or cultural exchange, the organization of street festivals etc, like 'Die Pinie', an association of 20 migrant culture centres in Frankfurt. They also play an active role in helping the migrants take their right of political, social and cultural participation in their own hands. Here, it seems, first steps toward intercultural communication and mutual respect and understanding were made. A central dilemma has not yet been overcome, though. The initiatives mostly work for, not with the migrants, i.e. the principle of help for selfhelp does not really work out well. One important reason why it is very difficult to get migrants together and organized is their insecure individual legal status. Experiences from the US and

Sweden show that as soon as the legal status is no issue any more the migrants do form selfhelp organizations and take their rights in their own hands. (6)

d. The Turkish videoboom: Symptom for Unsatisfied Needs

The substantial deficit concerning the information as well as entertainment function of German programming for migrants has become evident. The Turkish population, it seems, has found a way out of this dilemma. For the last three years a private Turkish video market blooms as a compensation to the insufficient public supply.

A study on the Berlin situation indicates that about 20 % of all Turkish households are equipped with a video cassette recorder. This is three times the number of German households - which have the highest density concerning video recorder ownership in the world. The number of video camera owners (16 %) is also very high. (Klitzke 1982)

About 12 Turkish corporations produce 380 titles with a circulation of an average of 600 cassettes. The titles are almost entirely Turkish B and C, i.e. low quality movies. 23 % of them are comedies, 21 % music films, 21 % melodramas and 13 % adventure films. The cassettes are usually rented for 5-8 DM per day. The average video user rents 3-4 cassettes per week. Only 20 % of them are female. About 70 % of the users are age 15-30, i.e. rather young; 57 % of them is employed, half of them as unskilled laborers.

For almost 2/3 of the users the main reason why they watch video is that they like Turkish movies better. This argument is most widespread with teenagers and twens whose German language proficiency is good (64 %) or sufficient (36 %). The often used argument that language competence is the key factor for integration is proven wrong here, at least in its absolute sense.

Half of the Turkish video users watch German cassettes to some degree. 90 % of them would like the German supply extended for language courses, another 70 % for education information.

25 % of the users watch video daily and another 50 % several times a week. Video is becoming the most important media activity and soon maybe even the most important leisure activity. The individualization which goes along with video consumption is about to erode traditional social and communication patterns in Turkish families. Originally, these patterns are characterized by a high relevance of interpersonal contacts and collective action.

It seems that the Turkish producers meet their customers' need for low profile entertainment. The content of the video titles is generally nationalistic, in some cases neo-fascist and fanatically religious, in others sentimentally home bound. Turkish scientists fear that extremist political forces and religious fundamentalists which are hostile to any integration effort might gain further influence on the video programme. Due to their influence it is already very difficult to get any Turkish or international high quality and critical productions in the distribution system (Binyazar 1982).

Like the newspapers the video programme might become a reservoir for nationalistic and prejudiced feelings in an atmosphere where migrants have reason to feel rejected by German society. Possibilities to reflect their social reality and to participate in processes affecting their lives are diminished by video consumption.

At the time being, German authorities have only begun to realize that the Turkish video market produces outsiders. First considerations are under way by the Berlin Senate to satisfy the existing demand for higher quality entertainment and educational programmes. It is high time because this area has been completely neglected for a long time. The media isolation video causes, its dissociation from public media supply and interpersonal communication networks could finally result in social and cultural ghettoization bearing disastrous consequences for any integration policy.

e. Some Remarks on Interpersonal Communication Networks

Communication behavior structures, networks and needs of migrants are considerably different from German equivalents because of the context outlined in the end of chapter 1.

German society in its daily activities, opinion formation and constitution of a critical public substantially depend on the mass media. The public and public opinion in the peripheral peasant societies in which most of the migrants were socialized is predominantly brought about by interpersonal communication. This characteristic of traditional rural social organization, like others (family and clan orientation, patron-client relations etc), is not necessarily given up in the migration process, and in an urban industrialized setting. Experiences with the 'Gecekondus' in Turkish cities where the rural migrants concentrate illustrate that reconstructed rural social organization patterns are combined with new forms of political needs articulation and cultural transformation. (7)

The concentration of migrants in certain industries and housing areas facilitate the reconstruction of such patterns in the receiving countries like the Federal Republic, too.

The maintenance of traditional communication patterns and socio-cultural organizations contribute to a social and economic milieu which is similar to the one in the home countries: Tea and coffee houses, restaurants, shops and other services function as supplementary economies for migrants.

Hardly any research has been done on migration as a process and on the social networks of migrants in the Federal Republic. (8) But studies on comparable minority subcultures in the US and in Great Britain hint at what can be called an 'ethnic revival'. Mexican immigrants in the US and Caribbean immigrants in Great Britain, largely marginalized in economic, social, cultural and political terms, have begun to socialize their children not according to the norms of the receiving countries but towards the maintenance of indigenous cultural traditions. Discrimination of the host society against them is not met by assimilation but by disso-

ciation. The symbolic enforcement of ethnic peculiarity counteracts feelings of inferiority. The rising importance of Islam for the political culture of Turkish migrants in the Federal Republic seems to point out the same.

Political repression and social discrimination intensify the need for the safe cultural milieu of the 'ghetto' which - the circle closes - provokes discrimination by the German population. The 'ghetto' can be understood as a resignation in the original meaning of the term: the withdrawal of war standards to positions which can be defended. (9) The close and person oriented communication network provides possibilities for mutual security systems and cultural and economic reproduction.

The reconstruction of social and economic organization and communication patterns can be observed in Berlin and the Federal Republic, too. Areas like Kreuzberg in Berlin can be called a 'ghetto' both, in the discriminatory sense as well as in the more positive sense outlined above.

In this national report a number of trends and indicators have been outlined which are likely to enforce social isolation and marginalization of migrants in the Federal Republic.

It is on the interpersonal level that migrants and Germans interact and communicate on the basis of either mutual distrust or of mutual respect for each others cultural identity. The mass media, here, can help by filling in missing information for both sides. But they will not be 'magic multipliers' which solve social and political problems just by disseminating information.

It is on the interpersonal level that communicative competence necessarily starts and accomplishes. Communicative competence is the ability to reflect and articulate the influence factors, needs and interests of and in daily life in harmony or in contrast to others. As such it is a prerequisite for two other essential integration constituents, social and political competence, i.e. the use of communicative competence for social and political participation in a given society.

Therefore, a truly integrative communication and information strategy as a part of migration policy must certainly take interpersonal communication networks into consideration. Their potential for intercultural interaction and understanding - as it is cautiously being accomplished by many of the mentioned intercultural initiatives - definitely has to be supported.

IV RESEARCH ON THE CULTURAL AND COMMUNICATION SITUATION OF MIGRANTS

In line with the general cultural and communication situation as stated above research on this area has been widely neglected so far. Bearing in mind the commonly agreed upon fact that communicative competence is one major element of any integration strategy this is all the more unconceivable.

The research being done so far concentrated on purely quantitative empirical surveys on the supply and acceptance of radio and TV programmes for migrants. Methods and instruments were chosen which are by no means appropriate to the tricky socio-cultural setting of the migrant subculture. For example, one does not get too far with questionnaires and interviews in a society where answers are highly context specific; not to speak about language difficulties and related problems. Also, the meaning of the 'hard data' produced is often most dubious: x' hours of TV consumption a day per Turkish family does not necessarily mean they watch TV for these hours. Everybody who has experienced Turkish family life will know that the TV is almost always on - but often with the sound switched off or with people doing all kind of things at the same time. And even if they watch TV - what does it mean? No representative content analyses on migrant programmes have been made nor studies on the integrative or segregative or indifferent impact of German programmes on migrants.

It is amazing that the last content analysis on migrants in the German press - except for a regional Munich one (Segal 1981) - was carried out in 1972 (Delgado 1972).

Only recently have researchers, though more sporadic and unsystematically, taken up the subject of the cultural and communication situation of migrants.

Mehmet Aktan at the Universität München is working on a dissertation on Turkish newspapers and radio programmes for Turkish migrants which partwise also include content analyses (Aktan 1982). The Institut für Sozialarbeit und Sozialpädagogik in Frankfurt has proposed a project 'Media in the Ghetto' on the use of especially video with migrant teenagers for non-formal education and action research.

Irmgard Merkt at the Universität Dortmund is working in the area of intercultural music pedagogics (Merkt 1982).

The Institut für Theaterwissenschaften at the Universität Hamburg is carrying out a survey on all migrant and intercultural theatre groups all over the Federal Republic.

A group of two German communication researchers, Dietrich Klitzke and Manfred Oepen, both editors of 'Migration', and a Turkish sociologist, Selcuk Iskender, continuously have been engaged in migrant communication. Dietrich Klitzke has done studies on media supply for Turkish migrants in Berlin, Turkish films and the Turkish video market (Klitzke 1982). Manfred Oepen studied intercultural communication and communication aspects of marginalization. Selcuk Iskender worked on integrative media and organizations and has proposed a dissertation on the social impact of video on Turkish teenagers.

No research whatsoever has been done on interpersonal communication networks and information flows, neither intraculturally for one minority group nor interculturally between Germans and migrants. Comparative analyses on German vis à vis migrant communication patterns and needs are missing, too. The same applies to the effects of certain media on migrants as well as to directed media use for integrative educational and other purposes.

Another aspect which has to be mentioned is the fact that researchers share the shortsighted view of many politicians and the media: they also concentrate on the Turks, making them a synonym for 'Ausländer' (foreigners). This trend goes at the expense of the other groups - like Portuguese for example who have by far the worst German language proficiency - which are

treated not due to their common functions and positions in German society and economy but due to the degree of 'cultural distance' and 'integrativeness'.

Bearing in mind the high importance of communicative competence for migrant integration and the poor research and policy situation the following is recommended:

Inventory research on the migrants' communication structures should accompany a general extension of all available communication channels. It should include:

- communication needs and expectations of migrants
- content analyses of all relevant communication channels
- media access and hardware infrastructure
- media consumption and preferences
- media acceptance, comprehensibility and credibility
- media for integrative purposes, especially in the field of informal education and in selfhelp intercultural activities
- possibilities of migrant participation in the media, especially in the case of the new media technologies, like cable TV, to be introduced in the near future
- interpersonal network analysis in both, its intracultural and intercultural dimension

NOTES

- (1) the center/periphery terminology is taken over from:
Senghaas, D.: Weltwirtschaftsordnung und Entwicklungspolitik, Frankfurt a.M. 1977. 'Centers' refer to the highly industrialized capitalist societies while the former colonies and current capitalist developing countries are summarized under 'periphery'.
- (2) all data presented are of 1982 if not otherwise indicated.
The main reference for chapter 1 and 2 is: Bechtel, M./Mentzel-Buchner, B.: Ausländer. Themen für Lokaljournalisten. Bonn 1983
- (3) for further reading see: Blaschke, J./Greussing, K. (eds): "Dritte Welt" in Europa. Probleme der Arbeitsimmigration. Frankfurt a.M. 1980
- (4) for further reading see: Wilpert, C.: Structural Marginality and the Role of Cultural Identity for Migrant Youth, unpublished manuscript; Lomnitz, L.: Networks and Marginality, New York 1977; Oepen, M.: Interkulturelle Kommunikation, in: Migration Nr. 2/1982
- (5) all data presented, if not otherwise indicated, are from Aktan 1982, ARD-Medienkommission 1982 and Iskender 1983
- (6) for further reading see: Yletyinen, R.: Sprachliche und kulturelle Hinderheiten in den USA, Schweden und der Bundesrepublik Deutschland, Frankfurt a.M. 1982
- (7) for further reading see: Karpat, K.H.: The Gecekondu: Rural Migration and Urbanization, Cambridge 1976
- (8) exceptions are: Offermann, B.: Die Ausländerkolonien in Nürnberg, Thesis at Universität Erlangen-Nürnberg; Geiger, A.: Herkunftsbedingungen der türkischen Arbeiter in der Bundesrepublik und ihr gewerkschaftliches Verhalten, Berlin 1982

153

- (9) see: Blaschke, J./Greussing, K.: Arbeitsimmigranten - Klasse im Übergang, in: Blaschke/Greussing, *ibid*, pp 7-20

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7. National Report of Finland
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1 DATA ON MIGRATION FLOWS FROM AND TO FINLAND

Finland is one of those European countries which at the end of the 19th and in the beginning of the 20th centuries lost a large amount of their population to North America, primarily to the United States. During the period from 1860-1930 almost 400 000 Finns moved to Canada and USA. Exact information about the return migration of Finnish emigrants in North America is not available but it is estimated to be one fourth of those who emigrated. To-day the number of Finnish immigrants and their descendants is estimated to be 200 000 in USA and 60 000 in Canada.

A new boom of emigration began soon after the Second World War. Since 1945 over half a million Finns have emigrated from the country mainly to Sweden where Finnish immigrants now constitute about a half of the total immigrant population of the country. Approximately 400 000 Finns have moved to Sweden after 1945, 11 000 to USA, 20 000 to Canada and 16 000 to Australia.

The total return migration to Finland in the years 1946-1980 consisted of 295 000 persons of which Sweden's share is 70 per cent. Since the Second World War the net emigration from Finland amounts to 280 00 persons which constitutes 6 per cent of the total population of the country.

Compared with the size of emigration the number of immigrants to the country has been rather low. The number of foreign citizens resident in Finland is about 13 000 persons comprising 2.6 per thousand population. Three largest groups in number are Swedes, Germans and Americans.

11 MIGRATION BETWEEN SWEDEN AND FINLAND

As shown above, most of the Finns which have emigrated since the Second World War have moved to Sweden, one of the neighbouring countries of Finland. This movement reached its peak at the end of the 1960's as in the years 1969-1970 a total of 80 000 persons emigrated from Finland to Sweden. Consequently, the population of Finland decreased for first time due to emigration.

The cause of migration to Sweden are connected with dramatic structural changes in the Finnish society since the Second World War. In a very short period of time Finland turned from an agricultural, tradition-bound society to a modern industrial society and this development resulted in a surplus of labour force from agriculture. The number of people working in agriculture decreased from 41 per cent in 1950 to 12 per cent in 1975.

Most of those people who left Finland in the 1960's can be characterized as "bearers" of the rapid social change described above. That was a phenomenon experienced not only by Finland but similarly by many other countries like Greece, Spain and Yugoslavia. Differing from Mediterranean countries, the Finnish emigration to Sweden was characterized by the departure of whole families staying either permanently or for a long period of time in Sweden. Similar to migrant workers in general, the educational background of Finnish emigrants was quite low and they often had no experience of industrial work for which they were recruited to Sweden.

Also during the 1970's migration between Finland and Sweden has remained quite high, consisting of about 10 000 persons a year. However, during the years 1971-1974 the return migration was higher than emigration and the same trend has again been visible during the last few years. The composition of migrants has also changed so that the proportion of young, rather well educated single persons is clearly higher than earlier. An implication of this change is that people to-day more often than earlier emigrate in order to satisfy their personal ambitions instead of the pure economic necessity.

The total number of Finnish immigrants in Sweden is estimated to be about 380 000 persons, including both the first and second generation immigrants. The number of Finnish citizens resident in Sweden was 171 994 at the end of 1981.

The legal framework of the migration between Nordic countries is the Agreement on the Common Nordic Labour Market signed by Denmark, Finland, Norway and Sweden in Copenhagen in 1954. Since that time there exists no principal restrictions for the citizens of the Nordic countries to live and work anywhere within the Nordic Labour Market. A new version of this agreement was passed by the Nordic Council of Ministers in 1982 and it will come into operation in August 1983.

The original agreement was signed in the faith that the free movement of the labour force would be useful for the socio-economic development of the countries. The central ambition of the agreement was to guarantee full employment in all member countries of the common labour market. It stresses the co-operation between the authorities responsible for employment service in order to safeguard that the free movement of the labour force would be useful for all partners. The new agreement coming into force in 1983 was created after almost three decades of experiences concerning the free movement of the labour force between Nordic countries. More than the former version it stresses the co-operation between partners (now including also Iceland) in order to guarantee a better control of migration. The need for a more effective regional planning within countries is mentioned as a new aspect related to migration control.

After the peak years of emigration from Finland to Sweden at the end of 1960's, Finland and Sweden prepared a bilateral agreement concerning the channelling of migration through employment services which was signed in 1973. The main effect of this agreement was that Swedish employers gave up the active recruitment of Finnish workers to Sweden. Concerning the role of employment services it can be concluded that even to-day the greater part of migration flows pass by the official services.

III BASIC PRINCIPLES OF THE FINNISH POLICY OF MIGRATION

The authority responsible for migration affairs in Finland is the Ministry of Labour. Today an expert board called the Delegation on Migration (Siirtolaisasiain Neuvottelukunta - in short: SAN) works with the Ministry preparing the official position to migration affairs, discussing the need for research in the field and other relevant issues. Besides the Ministry of Labour other relevant authorities are also represented in the Delegation as well as labour market organizations and a few other organizations and institutes active in the field.

In 1972 the Delegation on Migration completed its first report dealing mainly with the situation of the Finnish emigrants in Sweden. The fifth report of the Delegation published in 1980 (Committee Reports 1980:63) presents an over-all review of the principles guiding the Finnish policy towards migration to and from Finland. The leading principles of that policy can be summarized as follows:

1. Following the spirit of the **Finnish Constitution** it is stated that the Finnish citizens have the freedom to emigrate from the country. However, the state should guarantee such living conditions for the citizens so that no one is compelled to leave the country for socio-economic reasons.
2. Concerning the return migration the goal is that the emigrants should have real possibilities for return. In this purpose it is proposed - among other things - that the authorities should intensify their information activities towards Finns abroad and develop the cultural service for emigrants. An particularly key role in the contacts with emigrants is that played by the radio programmes of YLE and, consequently, their audibility abroad should urgently be improved.
3. Concerning the Finns abroad, the authorities should work for the maintenance of the cultural identity of the emigrants, including the preservation of the Finnish language and cultural heritage. In the Nordic framework the responsibility for the cultural and other services of the emigrants belongs, however, to the receiving countries, and the countries of origin play only the role of a mediator.
4. Concerning the migration into Finland, the Delegation states that the need for a labour force should be satisfied within the domestic framework. Traditionally Finland

has allowed only very restricted immigration into the country and the legal status of foreigners has not satisfied the requirements of the international agreements concerning migrations between countries. Now, the Delegation on Migration presents that in order to guarantee the credibility of the Finnish policy of migration the legal status of foreigners in Finland should be in harmony with the other aspects of the migration policy.

IV INFORMATION FROM FINLAND TO FINNS ABROAD

1. Migrant authorities

The Delegation on Migration affiliated with the Ministry of labour has published since 1975 a special magazine for Finnish emigrants entitled 'Suomen Sanoma' (Message of Finland). Its circulation of 120 000 copies are mainly distributed to Finnish emigrants in Sweden. The magazine is comprised of 32 pages and is published 5 times a year. The complete text is printed in both Finnish and Swedish, side by side.

The main goal of the magazine 'Suomen Sanoma' is to satisfy the need for information about Finland among the Finnish emigrants in Sweden. Other potential audiences which also can take advantage of that information are Swedish migrant authorities, labour market organizations, mass media and libraries, as well as the respective Finnish authorities and organizations. An additional group of persons in the need of this sort of information are return migrants.

The basic principles of the editorial policy of the magazine are as follows:

- It contains many-sided information about socio-economic and cultural development in Finland,
- It reports about actual events in Finland, including background information.

- It also considers political events in Finland paying attention to different opinions and values,
- It contributes to the preservation of Finnish language and culture among Finns abroad,
- It helps to maintain the reading habits of emigrants and their usage of mass media in general.

A study made on the reception of 'Suomen Sanoma' (1979) showed that 44 per cent of the readers considered it useful. It was found especially useful by potential return migrants. In general, the interest of information about Finland seemed to be quite high with 76 per cent of the respondents telling that they were interested in the affairs of Finland.

The working group evaluating the results of the study concluded that a special magazine for Finnish emigrants should continue to be published. The number of issues published annually should be increased to 8-10 issues a year. Some co-ordination of the contents with another periodical for Finns abroad, namely that of Finland Society (see p. 7 below) would be needed. 'Suomen Sanomat' should concentrate more than it presently does on economic, social and political events and decrease the proportion of cultural content in the magazine.

The working group also proposed that the Finnish authorities should place more emphasis than previously on information about Finland for emigrants. Already existing channels of information such as article and news services could be used much more effectively.

Before commencing to publish a special magazine for emigrants the Finnish migration authorities arranged, in 1973, an information campaign directed both to Finnish emigrants in Sweden and potential migrants in those districts of the country with a high proportion of emigration. In the campaign both special information materials and the general mass media were used. The particular reason for the campaign was the growing need for the control of migration between Finland and Sweden as emphasized by the agreement signed between the two countries in 1973 on the channelling of migration through Employment Services.

Other information activities of the Finnish authorities towards Finnish emigrants are directly connected with Employment Services or respective special functions of the authorities. An interesting form of those activities is the information seminars for Finns in Sweden which have been organized during the summer since 1972. The seminar offers an opportunity for direct contacts and exchange of ideas between emigrants and the Finnish authorities.

2. Finland Society (Suomi-Seura)

Among the printed media, the magazine of Finland Society known as 'Suomen Silta' (Suomi Bridge), is another far reaching regular publication directed to Finns abroad. The magazine 'Suomen Silta' is published 6 times a year with a circulation of 65 000 copies at the end of 1982. Its circulation outside Finland is directed, mainly to USA and Canada and only a slight proportion to Sweden. The main part of the circulation is, however, distributed in Finland among the members of Finland society.

Following the general goal of Finland Society, the magazine 'Suomen Silta' was founded as a contact organ between Finland and its emigrants in North America and later in Australia. The magazine has been published since 1928 but it adopted its present name in 1937. Quite recently it has begun to orientate itself towards Finnish emigrants in Sweden. A result of this new orientation is that since the beginning of 1983 it has been printed in two parallel versions one of them including materials in Swedish. formerly, it was published only in Finnish and English so that the Finnish part of the magazine was followed by an English section.

As a contact forum between members of Finland Society, the magazine 'Suomen Silta' has several functions of which the following are the most important: It informs the Finns abroad about actual events in their country and, in the opposite direction, it spreads information about the situation of

emigrants to the Finnish readers. For Finns settled in various receiving countries it offers a medium for the exchange of emigrant experiences. This latter function has affected the new orientation of the magazine towards Finnish emigrants in Sweden who in this way can put their recent emigrant experiences into a broader historical context.

Finland Society has in total about 86 000 members (31 Dec. 1982), most of whom reside in Finland. The number of members abroad is 20 000, of which the members from USA constitute 12 000. Traditionally, the main function of the society has been to mediate contacts between Finnish emigrants in North America and their relatives in Finland. In order to achieve its objectives the society has organized low-cost flights for its members and produced information materials. Besides the magazine 'Suomen Silta' the information activities of the society consist of a regular news letter service directed to Finnish language mass media all over the world. Today the news letter is sent to 136 subscribers.

3. Radio

The Delegation on Migration has several times since 1972 proposed an improvement of the audibility of the Finnish Radio in Sweden. In short wave technology of the Finnish Broadcasting Company (YLE) was created for the purposes of distant emigrants in North America and Australia and, consequently, the reception of programmes in neighbourhood countries has proved to be problematic. The technology used is also very old and ineffective. Therefore, the transmissions suffer constantly because of disturbances caused by other, more effective stations. It seems now probable that YLE will get a new more effective short wave transmitter in 1987.

According to YLE the short wave transmissions from Pori (49 m and 25 m) on the west coast of Finland, can be received satisfactorily in Sweden during the day-time. The audibility is best on the west coast of Sweden around Gothen-

burg, which luckily is one of the central areas of Finnish settlement in Sweden. In the neighbourhood of Stockholm, — another region with high Finnish settlement, the migrants can listen to medium and long wave transmissions from the stations in Turku and Lahti, audible mainly during the evening.

The Pori short wave station transmits normally a combination of programmes 1 and 2 of YLE which is edited by a special editorial unit in the company. Turku and Lahti transmit programme 1, and late in the evenings a special programme sequence is directed for Finns abroad.

Despite disturbances in the reception of transmissions the radio programmes of YLE have quite a high regular audience among Finnish emigrants in Sweden. A study made by the Swedish Broadcasting Corporation shows that 27 per cent of those Finnish emigrants who are able to receive the programmes listen to them every day and 52 per cent at least once a week.

Another study made in Northern Sweden in the District of Norrbotten reveals that 52 per cent of those who are able to receive the programmes from Finland listen to them often and 41 per cent sometimes. It can be concluded that the radio programmes from Finland have about as big an audience as the special radio programmes for Finnish emigrants produced by the Swedish Broadcasting Corporation.

4. Television

In principle, the Finnish TV cannot be seen in those areas of Sweden where the concentration of Finnish emigrants is highest. The best opportunities for watching Finnish TV exist around the Valley of Tornio River in the northern part of Sweden. Slightly south of that region Finnish TV can be seen around the town of Umeå opposite Vaasa, on the west coast of Finland. Recently, there has occurred some private efforts in the town Södertälje, in the neighbourhood of Stockholm, to receive Finnish TV programmes through a central antenna system connected with a cable network.

There exist a link system between Finland and Sweden through the island of Ahvenanmaa for the exchange of TV signals. The Delegation on Migration proposed as early as in 1972 that the system should be used for the transmission of Finnish TV programmes to Sweden during the time when the Swedish networks do not broadcast their own programmes. However, no sincere efforts have been made in order to accomplish this arrangement.

A lot of attention to the need of Finnish emigrants for TV programmes from Finland was devoted in the late 1970's, and in the beginning of this decade in the discussion concerning the Nordic Satellite TV (NORDSAT). One of the arguments used in the motivation of the planned satellite system was that it would make it possible for the Finnish emigrants in Sweden to see Finnish TV and, respectively, for the Swedish speaking minority in Finland to receive Swedish TV programmes. Today it is clear that the Nordic Satellite TV will not become realized in the original form and, therefore, the reception of Finnish TV in Sweden is still an unsolved question.

From 1972 to 1980 the Finnish Broadcasting Company (YLE) financed a special editorial unit producing a half an hour TV programme weekly for the Finnish emigrants in Sweden. The programme called 'Tapahtumia' (Events) was broadcast in the connection of those weekly programmes which the Swedish TV bought from Finland for its special service for Finnish emigrants in Sweden. 'Tapahtumia' contained news and actualities about Finland and gradually some attention was also paid to important social and cultural events among emigrants themselves.

TV programme 'Tapahtumia' was laid down in the beginning of 1980's simultaneously as the Swedish TV began to produce news in Finnish and set up an editorial unit for this purpose as well as for other production of TV programmes in Finnish in Sweden. Parallel to this development a seminar arranged by the Migration Institute in Turku (1978) argued that YLE should continue the production of 'Tapahtumia' in order to keep the picture of Finland alive among Finnish

¹ In the near future the Finnish Government will decide on the Finnish participation in the Swedish Tele-X Satellite operative in 1987. In principle, this satellite has capacity for the transmission of TV programmes.

emigrants in Sweden. According to the seminar the programme should also be transmitted in Finland in order to inform the Finnish public opinion about the situation of Finns in Sweden.

In connection with the regular Nordvision exchange, the Swedish IV transmitted about 164 hours programmes from YLF in 1982. A part of them, in total 68 h 38 min, were transmitted within the special weekly programme sequence for Finnish emigrants in Sweden.

5. Newspapers and magazines

There exists no information about the total distribution of the Finnish press, newspapers and magazines, in Sweden. Some pieces of information available make it possible, however, to draw a tentative picture of the situation. According to the Rautakirja Company, who is responsible for the export of the Finnish press to Sweden, 691 351 copies of magazines and 434 973 copies of newspapers were sold in Sweden during 1982. This information concerns only the sale of single copies and the portion of regular subscriptions is not included in the figures.

The trend in the sale of the Finnish press in Sweden is clearly downwards. The number of single copies of magazines sold was highest in 1971, comprising 1 355 055 copies, and of the newspapers in 1970, consisting of 875 619 copies. According to statistics concerning the subscription of regional and local newspapers to Sweden from the two Nordic Districts of Finland (Oulu and Lapland) it seems possible to suppose that the the peak subscription rate of Finnish newspapers to Sweden was reached in the beginning of 1970's. From the District of Oulu the number of subscriptions was highest in 1972 consisting of 5711 volumes and from Lapland in the same year totalling to 5645 volumes.

It is known that as the length of stay in Sweden grows the emigrants first give up the subscription of national and regional newspapers. The typical newspaper, subscribed by Finns in Sweden, which is growing in importance, is a local newspaper from the home region in Finland.

V RESEARCH ON MASS MEDIA AND OTHER INFORMATION ACTIVITIES RELATED TO MIGRATION

After the peak years of emigration to Sweden at the end of 1960's emigrants became quite a popular object for study. The Ministry of Labour sponsored a large series of studies concentrating first of all into the socio-economic aspects of emigration to Sweden. In this series of studies a couple of reports were published dealing with the effects of the information campaign realised by the Finnish authorities in 1973 (see p. 6 above). The presentation of these reports is made below:

Hietala, Kari: **Muuttohalukkuus ja informaatio** (Information and the Motivation for Emigration). The Ministry of Labour, Migration Studies No 7/1974, Helsinki 1974.

The report is the first part of the follow-up study concerning the information campaign of 1973. The object of the study was potential emigrants whose amount of information about Finland and Sweden was evaluated as well as the importance of various information channels. The study showed that concerning the information about Finland and Sweden relevant to migration the most important sources were friends and relatives combined with the mass media.

Rytönen, Marketta. **Työvoimaministeriön tiedotuskampanjan vaikutukset**. (The Effects of the Information Campaign of the Ministry of Labour). The Ministry of Labour, Migration Studies no. 11/1977, Helsinki 1977.

This study was realized after the information campaign of 1973 and its purpose was to investigate the reception of the campaign. According to the study, the perception of the campaign seemed to be quite high. It showed that people rely more on the information delivered by friends and relatives than that of the mass media. The press was, however, a central source of the negative information about Sweden.

The remainder of the studies available concerning information and migration have been made primarily at the Department of Journalism and Mass Communication (University of Tampere). The author of the present paper has published following studies:

Hujanen, Taisto: **Immigrant Broadcasting and Migration Control in Western Europe.** The Institute of Journalism and Mass Communication, University of Tampere, Reports 33/1976, Tampere 1976.

The study covers the special broadcasts for migrant workers in mother tongue in the following countries: Austria, Belgium, The Federal Republic of Germany, France, Luxembourg, The Netherlands, Sweden, Switzerland and United Kingdom. A comparative analysis of the situation is made more deeply between the Federal Republic of Germany and Sweden representing two different migration ideologies.

Hujanen, Taisto: **Siirtolaisinformaatio Länsi-Euroopan maiden siirtolaispolitiikassa.** (Information on Migration in the Migration Policies of the Western European countries). A thesis for a licentiate degree, the Institute of Journalism and Mass Communication, University of Tampere, Tampere 1976.

This study is based on the empirical data of the above report. It analyses the connection between the goals of migrations policies and the existing information activities related to migration. It shows, for example, that the countries may stress the importance of information in the mother tongue for very different reasons. In the Federal Republic of Germany it was done in order to guarantee the repatriation of migrants and in Sweden it was motivated for a better adaptation of migrants into the Swedish society.

Hujanen, Jaisto: **The Role of Information in the Realization of the Human Rights of Migrant Workers.** The Department of Journalism and Mass Communication, University of Tampere, Publications B 1/1980, Tampere 1980.

This paper analyzes the international discussion concerning the situation of migrant workers in the field of information. It also presents an outline for a research project which will be opened by the present conference in Tampere.

Other relevant studies made at the Department of Journalism and Mass Communication are all thesis for the graduate degree (MA). Among them the following ones can be listed:

Jankkila, Hilikka & Kosonen, Pirkko: **Suomenkielisen tiedon kulku ruotsinsuomalaisille.** (The Flow of Finnish Language Information to Finns in Sweden). A thesis for MA degree, the Department of Journalism and Mass Communication University of Tampere, Tampere 1977.

The paper is based on an inquiry made by the authors among a sample of Finnish emigrants in Sweden. It discusses the need for information about Finland among emigrants and their usage of the Finnish language mass media. A special goal of the study was to investigate the Finnish newspaper descriptions from the two Nordic districts of the country. The study concluded that especially among recent arrivers the percentage of those subscribing to newspapers from Finland was high (88 per cent of the respondents). The authors emphasize that the Finnish newspapers have a lot of potential readers in Sweden and therefore they should intensify their subscription campaigns in Sweden.

Lehtonen, Paula & Savela, Heleena: **Siirtolaisinformaatio Viikkoviestin valossa.** (Information on Migration as Described by Viikkoviesti.) A thesis for MA degree, the Department of Journalism and Mass Communication, University of Tampere, Tampere 1978.

The object of this study is the periodical 'Viikkoviesti' published in Finnish by a foundation connected with the Swedish immigrant authorities. The authors present a qualitative analysis of the contents of 'Viikkoviesti' based on the theoretical evaluation of the role of information in migration control. The analysis shows that 'Viikkoviesti' contains first

of all information serving the practical migration control and very little substance for a broader orientation into the society.

Brandt, Leena: **Ruotsin Suomalaisen kirjoittelu siirtolaislasten koulutuksesta.** (The Coverage of School Education of the Migrant Children in 'Ruotsin Suomalainen'). A thesis for MA degree, the Department of Journalism and Mass Communication, University of Tampere, Tampere 1982.

The weekly newspaper called 'Ruotsin Suomalainen', the object of this study, is the organ of the Central Union of the Finns in Sweden. The union with its publication has played an important role in the campaign for Finnish language classes within the Swedish school system. The study points out that in the early 1970's the paper argued for the importance of the mother tongue as a method to safeguard the basic linguistic skills of emigrant children which then would help them to learn the Swedish language. This rather practical orientation developed later into a new argumentation emphasizing the role of the mother tongue as a cultural right.

Jokinen, Arja: **Sverigefinnarna som massmediekonsument** (Finns in Sweden as Consumers of the Mass Media). A Manuscript of the thesis for MA degree, the Department of Journalism and Mass Communication, University of Tampere, Tampere 1983.

The paper can be characterized as a kind of reader on the basic aspects of the communication policy towards Finns in Sweden. It makes a broad review of the existing research - mainly Swedish - concerning the mass media consumption of Finnish emigrants in Sweden. It also discusses the level of knowledge about social issues among emigrants, their need for information in general and the degree of social participation. One of the central arguments of the paper is that the emigrants lack more information which help them understand the society in general than information concerning their practical every-day problems.

Finally a doctoral thesis being prepared at the Department of Journalism and Mass Communication by the present author can be listed among those studies related to the communication

situation of migrant workers. The topic of the thesis is The Picture of Finland and Sweden among Finns in Sweden and it will be based on interviews and inquires among Finnish emigrants in Sweden.

At the University of Turku, the Department of History, the following doctoral thesis concerning the earlier emigration to North America has been published:

Pilli, Arja: The Finnish-Language Press in Canada, 1901-1939. A Study on the History of Ethnic Journalism. *Annales Academiae Scientiarum Fennicae, Dissertationes Humanarum Litterarum* 34, Helsinki 1982.

A periodical called "Siirtolaisuus - Migration" is published 4 times annually by Migration Institute in Turku. It is the only scientifically oriented publication issued regularly in Finland on migration affairs. It has been published since 1974 and its edition is to-day about 1500 copies. A part of the articles published in the periodical are printed in English and the rest of them are accompanied by English summaries.

VI THE FINNISH CONTRIBUTION IN THE PROJECT 'THE ROLE OF INFORMATION IN THE REALIZATION OF THE HUMAN RIGHTS OF MIGRANT WORKERS'

1. The name and purpose of the planned study

A preliminary title of the planned study is: **The Finnish Press Coverage of Migration and the Development of the Socio-Cultural Identity of Finnish People.** As expressed by the title the purpose of the study is to analyze the Finnish press coverage of migration affairs and to relate it to certain socio-cultural developments which have effected the formation of the Finnish identity. The study would consist of two comparable parts: 1) The press and the emigration of Finns to North America at the end of the 19th and in the beginning of the 20th centuries. 2) The press and the emigration of Finns, mainly to Sweden, after the Second World War. The sample of the papers studied would fall in the following categories: 1) national newspapers, 2) regional newspapers of the areas with a high degree of emigration, 3) regional newspapers of the areas subject to a high internal migration and 4) magazines. The exact limits of the sample will be defined later depending for example on the resources available.

2. Background for the definition of the problem of the study

The emigration from Finland is parallel to important socio-cultural developments within the nation. The emigration flows of the end of the 19th century and the beginning of the 20th century are connected with the developments which finally led to the birth of an independent nation called Finland in 1917. During this period the basic ingredients of the Finnish national identity were created.

Later on, after the Second World War, the emigration occurred parallel to a rapid socio-economic change of the Finnish society from a traditional agricultural society to a modern industrial society. As some recent sociological studies concerning the way of life of people in Finland point out this rapid change has resulted in serious problems in the development of the socio-cultural identity of people.

The connection of emigration with important phases of national development makes it possible to assume **that the emigration must have affected the formation of the socio-cultural identity of Finnish people and, consequently, the development of the Finnish national identity.** An interesting corollary of this hypothesis is the following: How is the national identity of Finnish people affected when so many Finns during critical years of national development experienced the emigration as their only alternative available? Has this something to do with the often documented inferiority complex of Finns, experienced for example by Finnish emigrants in Sweden in their relations to the host population. Why are the emigrants often considered as traitors to their country, the feeling known by many Finnish emigrants in Sweden? How does the emigration affect our picture of other countries and nationalities or value-settings of the Finnish society?

From the above point of departure the study would concentrate on the analysis of the Finnish press coverage on migration affairs. As to the methodology of the study it should put a lot of emphasis on the qualitative analysis of the argumentation in migration affairs. The analysis should be related to an identification of the general features of the identity formation of Finnish people during the time span studied.

3. The organization and the time table of the study

The study would be conducted in co-operation with the Department of Journalism and Mass Communication (University of Tampere) and the Migration Institute in Turku. The former would be responsible for the period after the Second World War and the latter for the historical part concerning the migration to

North America. Historians, sociologists and mass communication researchers would be among those involved in the research.

The project would be prepared during 1984 and it would run during a three years period from 1985 to 1987. The main source of financing would be the Finnish Academy.

No other steps besides the formulation of the idea of the study as presented in this paper, have yet been taken. Immediately after the conference the two partners of the study will begin to negotiate about the further implementation of the idea.

List of sources:The Delegation on Migration (Siirtolaisasiain Neuvottelukunta - SAN):

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- Report No. 2: Selvityksiä ja ehdotuksia (Inquiries and Proposals). Committee Reports 1974:64.
- Report No. 5: Suomen siirtolaisuuspolitiikan periaatteet (The Principles of the Finnish Policy for Migration). Committee Reports 1980:63).
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Jokinen, Arja: Sverigefinnarna som massmediekonsumenter (Finns in Sweden as Consumers of the Mass Media). A manuscript of the thesis for MA degree, the Department of Journalism and Mass Communication, University of Tampere, Tampere 1983.

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Valkonen, Tapani & Alapuro, Risto & Alestalo, Matti & Jallinoja, Riitta & Sandlund, Tom: Suomalaiset. Yhteiskunnan rakenne teollistumisen aikana. (The Finns. The Structure of Society during Industrialism). WSOY, Porvoo-Helsinki-Juva 1980.

Interviews:

- Ms. Anneli Alaspää, the Rautakirja Company
- Mr. Christian Andersson, the Ministry of Trade and Industry
- Ms. Solveig Herlin, External Service of YLE (TV 1)
- Mr. Tapani Kaskinen, Finland Society
- Mr. Juhani Niinistö, the Short Wave Service of YLE
- Ms. Auli Talvi, Finland Society
- Mr. Tapani Tuomiharju, the Ministry of Labour

8. National Report of Luxembourg

by Claudia Hartmann-Hirsch, Ph.D.
(Translation from French by Alain Fabre)

CONTENTS

	Page
I Present State of Immigration in Luxembourg	1
II Goals of Immigration Policy	4
III Linguistic Situation, School and Foreign Pupils' Failure	5
IV Communication Situation	9
V Research on Immigration	12
VI National Project	15

I PRESENT STATE OF IMMIGRATION IN LUXEMBOURG

Luxembourg, a small country of 360 000 inhabitants, has the highest percentage of foreigners out of its total population, 26,3 %, of which, even if we substract the number of international officials and their families, 22 % consist of immigrant workers. This situation does not easily lend itself to a comparison with other European countries, even with Switzerland, which is usually taken as an example of a country having a high density of foreign residents with its 16 %.¹⁾

The Grand Duchy has been an immigration country since the end of the 19th century, when iron and steel industry, in the southern part of the country, demanded great masses of foreign labour. As at this time, the local population of Luxemburg was essentially agricultural, workers were brought from Northern and Central Italy on the one hand, and on the other, technicians came in from Germany and Belgium. It was only after both World Wars that this migration of Southern Europeans did come to a stand. The following table gives the breakdown of foreign residents by nationality and the historical evolution of immigration in Luxembourg:

Nationality	1880	1910	1922	1930	1947	1960	1965	1970	1979	1981
Italians	219	10 138	6 170	14 050	7 622	15 708	24 902	25 433	25 051	22 257
Germans	8 412	21 762	15 501	23 576	7 525	7 941	7 950	7 789	8 701	8 851
French	1 085	2 103	4 335	4 669	3 660	5 003	7 168	8 460	10 921	11 940
Belgians	2 548	3 964	3 695	4 080	3 645	5 232	5 968	6 470	7 678	7 854
Spaniards						94	1 665	2 153	2 109	2 075
Portuguese						26	1 147	5 745	27 559	29 309
Yugoslavs						185		476	1 485	1 501
Foreign resident population	12 543	39 723	35 436	55 851	29 142	41 516	56 733	62 504	92 063	95 789
in % of total population	6.0	15.3	12.8	18.6	10.0	13.2	16.9	18.4	25.3	26.3

x) Cf. ALS, 1983:2.

¹⁾ All the figures given are from a census of March 1981. Cf. ALS, G., 1983 "Foreigners in Luxembourg" (Les étrangers au Luxembourg), revised version, in Les étrangers et leur insertion à la collectivité luxembourgeoise, Luxembourg: 39-55

Today, Portuguese represent the numerically most important group of immigrant workers. At the same time, the character of immigration has also changed: until the sixties, Italians mostly immigrated as seasonal workers (branches of building industry) for six months a year, without their families. In 1965, a new law was passed, making it possible for the immigrant workers' families to join them, but this new law applied only to citizens of non-EEC countries, i.e. to Portuguese and Yugoslavs (also Spaniards). Since the end of the sixties, the system of rotation has been eliminated in favor of a steady Portuguese immigration.

Two agreements have been concluded with Yugoslavia and Portugal about the recruiting of non-skilled labour. On an initiative taken by Yugoslavia, the governments of this country and Luxembourg passed an agreement in May 1970. Another one was concluded with Lisbon in May 1970. Both agreements have been ratified in April 1972.

Reference is often made to the following aspects of Luxembourg as appealing to foreign workers: better wages than in most European countries and reputation of Luxembourg as a socially very peaceful country, this last aspect being to my mind more appealing to multi-national firms and foreign employers.

The majority of immigrants work in the following branches: they account for 90 % of the labour force in building industry, 64 % in handicraft industry, 52 % in industry, 30 % in the banking trade, and 37 % in the iron and steel industry, where at the end of the 19th century they made up as much as 59,8 % of labour force, this later declining being due to the high salaries in the iron and steel industry, which thus attracts the local population.

As in other countries, immigrants are doing in Luxembourg the most tedious jobs that Luxembourgers are no longer willing to do themselves, on account of which, even after the crisis of iron and steel industry from 1975 on, foreigners had to

SURPLUS OF IN-COMING POPULATION

Year	All foreign countries	Country of origin vs. destination											
		Belgium	France	Germany	Italy	Netherlands	Spain	Portugal	Other Eur. countries	U.S.A.	Africa	Other Eur. countr.	Unknown
Surplus of in-coming population Males and females													
1967	-339	-68	313	138	-486	58	-	-	205	-8	7	-19	-546
1970	1 091	84	595	-299	-807	-80	128	1 913	-4	62	-7	2+	-314
1971	5 096	252	552	72	231	54	497	3 336	392	141	32	45	-508
1972	3 243	199	521	104	-95	50	201	2 356	409	78	34	13	-607
1973	4 892	241	474	198	11	131	114	3 631	533	88	37	24	-500
1974	5 090	237	423	312	-52	51	25	3 862	512	50	20	26	-379
1975	3 432	34	599	288	-256	45	-102	2 748	338	50	35	82	-363
1976	1 054	149	524	252	-162	36	-256	707	308	-12	36	127	-655
1977	816	75	377	215	-412	63	-193	508	102	-37	50	53	15
1978	615	193	422	227	-239	38	-128	220	199	32	105	49	-502
1979	1 159	161	359	101	-455	55	-170	916	-60	25	52	205	-1
1980	1 359	327	460	56	-296	73	-93	1 388	267	69	127	140	-1 153
1981	406	377	368	166	-332	97	-92	453	437	-40	110	99	-1 237

be called upon in order to fulfil those tasks. After 1976, the massive immigration of Portuguese has considerably slowed down:

11 GOALS OF IMMIGRATION POLICY

In order to characterize recent immigration policy, three aspects must be pointed out: a) Luxembourg's demographical situation, b) Italian's "good" experience of integration (Italians made up the numerically most important group before Portuguese arrived) and c) the choice of nationalities on the "immigration market".

Corollary a) In Luxembourg, demography shows the lowest fecundity rate in the world: 1,4 % child by Luxembourg woman against 2 in 1960-1965. As the local population has a very high percentage of old people, death rate is bigger than birth rate; in the case of immigrant families, the opposite is true: the average age is younger than for Luxembourgers (local population of 60 represent 22 % of population, against 5,9 % for foreigners), and natality has a higher rate, so that quantitatively foreign population is getting more and more important. In order to counteract this - as some say - "upsetting" demography, immigrant-born children are relied upon to be "integrated" as soon as possible and become real Luxembourg citizens.

Corollary b) With reference to Italians, they are given as a "good" example of integration. But there are differences: Portuguese workers come almost invariably directly with their family (after 3 months of residence), they are more numerous, and usually live together in groups in old buildings without comfort and hygiene. As these buildings have been rejected by the local population, this situation contributes to the formation of ghettos and works in favor of a stronger sense of solidarity, on account of which Portuguese are said to be "not so well integrated" as Italians.

Corollary c) The choice of nationalities: in passing agreements with Portugal and Yugoslavia, European workers are being "invited", that have the same religion - roman catholic -, that have more or less the same cultural background and

speak, as Portuguese do, a Romance language close to one of the official languages of the Great Duchy. So it is hoped that assimilation will thus be accelerated.

It is clear then, that what is meant is not a rotation system; on the contrary, a stable immigration is seen as desirable, which means that it must remain essentially what it is: unskilled labour. It is on this point that conflict is most blatant, and this can only be explained by Luxembourg's linguistic and educational situation.

III LINGUISTIC SITUATION, SCHOOL AND FOREIGN PUPILS' FAILURE

In Luxembourg, there are three co-existing languages: Lingua franca, so called "official" languages:

French and German A-level

Vernacular language:

Luxembourgish B-level¹⁾

Luxembourgish is a germanic dialect, spoken by the totality of the population in everyday conversation. This language²⁾ is mostly used in oral form, but it is also used in public debates, in administration and partly at school.

French is the government's written language; it is also the oral medium of jurisprudence, it is used in official speeches, secondary education, and in contact with immigrants.

¹⁾ Cf. classical american sociolinguistics: FERGUSON, C.A., 1959 "Diglossia" in *Word* 15: 325-340; FISHMAN, J.A., 1965, "Who Speaks What Language to Whom and When" in *La Linguistique* 2: 69-79.

²⁾ There are three terms used when speaking about Luxembourgish language, dialect and patois, the latter having a strong negative connotation. The lack of any public debate around this question is surprising; not only denomination but also social and political qualification should be discussed; this strange state of affairs is quite different from that arising in other countries or regions where there is a diglossia, and where regional or national movements are discussing language status problems, as for instance in Quebec and in Spanish or French regions.

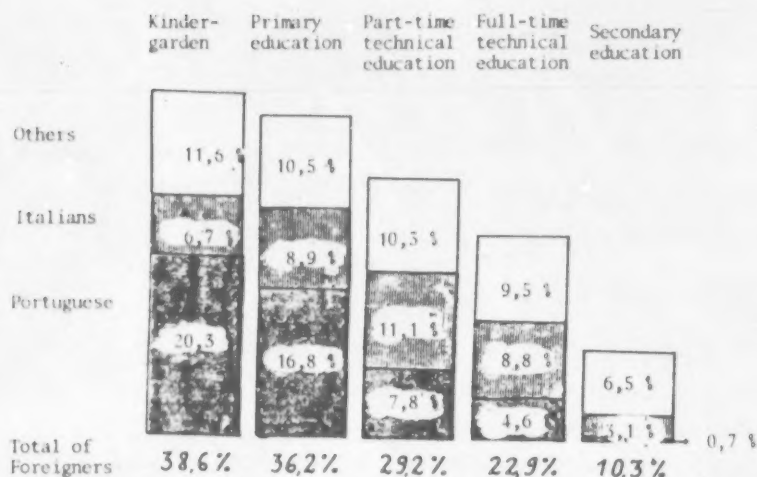
German is used in primary education, as in the teaching of writing and reading skills. Most written press is in German. When listening to radio or watching the television, Luxembourg citizens favor German programs to Belgian or French ones. School is organised as follows: primary education, in written form, uses German; oral education is also partly in German, but most of it is given in Luxembourgish. French is taken up in the second form. For secondary education (grammar school), French gets more and more important as a lingua franca. At all school levels, German is an important curriculum.

This is a main source of problems, especially for Portuguese children. As education in Luxembourg is entirely conceived for its own citizens, and in certain districts¹⁾ more than half of all schoolchildren are foreigners - this never being taken into account -, the latter are obviously doomed to fail. The main obstacle met in learning writing and reading skills is the use of German, this language creating also other problems being used throughout education at school. Studies have been made which very clearly show the correlation between school failure and compulsory German.²⁾ As a result, Portuguese children leave school without any professional qualification and thus remain what their parents were at first generation: non-skilled workers. The presence of foreigners in the different sectors of education is significant.

1) In Luxembourg-City there is an average of 52 % of foreign children in primary school, and 56 % in kindergarden.

2) See the aforementioned bibliography; WIRTGEN, G., 1981, "Les performances scolaires des élèves étrangers et luxembourgeois à la fin de l'enseignement primaire et au début de l'enseignement post-primaire" in Les étrangers et leur insertion à la collectivité luxembourgeoise, Luxembourg.

Presence of Migrant Children in the School System
of Luxembourg 1981-1982



The table is made by ASTI and is based on statistics of MEN B-2-82, B-5-82 and B-7-82 api 44 déc 82.

Certainly, this is a real advantage, because for 1990-1995 a new wave of immigration is seen as necessary, in case Portuguese had become integrated to the point of climbing the social ladder. This is the reason why the government takes practically no measures about education in this domain. A debate took place in February 1983 in Parliament about the situation of immigrants' children in the schools of Luxembourg, and a parliamentary commission, which had opened the debate, presented a report.¹⁾ This was a sign of good will, but we are still waiting for actions from the Ministry of Education!

¹⁾ La Commission de l'Education Nationale et les Affaires Culturelles, 3.2.83, Problématique Enseignement - Immigration, N. 2682, Chambre des Députés.

To sum up the goals of immigration policy, I think it is necessary to quote a representative of the government, commissary of immigration G. RAUS: "Taking into account our rather upsetting demographical situation, and owing to the fact that the great majority of second generation immigrants will stay and have a job in our country after leaving school, I think the time has not yet come to give decisions in favour of all particularist demands to change our educational system,¹⁾ conceived to answer the particular needs of our society in which there lives many immigrants (...). These young immigrants without any school qualification are thus once again subjected to a more distressing discrimination because they enter labour market as unskilled workers (...).

Certain economists do not really seem to disapprove the situation, leading to a reserve for unskilled labour, very greatly needed especially after 1985 when low natality will be reflected on labour market. As a result, no need would arise to have recourse to unskilled foreign labour to fulfil the tasks rejected by the local population and a possibility is seen to be able to put an end to the vicious circle in which we are engaged."²⁾

It is significant that up to now, no efforts have yet been made to include a mother language curriculum in the schools, as was recommended by the Council of European Communities³⁾ in 1977 for the 4 years to come; neither has anything been made for adults' education. The question has never been raised to include within working hours language courses, not even to organize evening or week-end

¹⁾ A hint as to e.g. the taking up of a curriculum of mother language for immigrant children.

²⁾ Conference organised by the UNESCO and ASTI in May 1982 in Luxembourg "La langue maternelle des enfants immigrés dans le système scolaire du pays d'accueil", reproduced by ASTI, cf. p. 13.

³⁾ Directive, July 25, 1977, J.O.N.L. 199/32.

tuition. On the other hand, the UNIAO¹⁾, as a private organization, has been organizing French classes²⁾, taught by benevolent teachers. Today, the debate is centered upon "immigrant childrens' education".

IV COMMUNICATION SITUATION

The lingua franca used between immigrants and local population is French. In view of the country's geographical position, there is a relatively wide choice of mass media: national television programs of Germany, Belgium and France can be seen as well as French speaking programs broadcasted by Luxembourg's television³⁾ to Belgium and France. Luxembourg's television is a private company known by the name of RTL (Radio-Télé-Luxembourg).

The programs are as follows:

Radio

Italian: 1 3/4 hour weekly, distributed on three different sendings. Most of it is broadcasted on Saturday afternoon (as is the case with other programs for immigrants).

11 800 listeners have been registered out of a population of 22 300 Italians.

Portuguese: twice 20 minutes on Saturday afternoon;

12 300 listeners out of a population of 29 300 Portuguese.

Spanish and Serbo-Croat: each 20 minutes; there are less listeners as these nationalities are numerically not so important as the two others.

¹⁾ An organization created 11 years ago by left-wing Roman Catholics, whose aim was the reception of Portuguese; apart from courses in French, they have established a permanent office for legal advice, organized the editing of a Portuguese monthly etc...

²⁾ As French is the language closest to Portuguese, immigrants from Portugal learn it first. Those staying longer in the country take up Luxembourgish and sometimes also German, but they have a better knowledge of French. No study has been made on the development and fixation stage in adults' learning skills. In view of Luxembourg's complex situation, a study of this kind would be important for comparison.

³⁾ From October 1983, there will also be a program in German, which will be permanent after a trial period, from January 1983. In Luxembourgish, there is a program on Sunday morning, lasting 1 1/2 hour, mostly consisting of entertainment.

These programs are planned by embassy officials, European Institutions' officers, teachers and only one immigrant worker from Yugoslavia. RTL is not interested at all by the content of its programs, as it is a commercial broadcasting company, and the immigrants are seen as numerically unimportant target. Two journalists, sharing the whole field, have already been criticized by immigrant groups which have not been able to pass their messages. They send mostly informations about the immigrants's home land, and official statements of embassies. Both announcers are paid by RTL as free-lance speakers. Apart from the programs of RTL, immigrants also listen to neighbouring countries' broadcasting companies.

Television

At television, there is only one program in Italian, "Buona Domenica" which lasts for one hour or three quarters of an hour, and is broadcasted for Luxembourg, France and Belgium. It consists mostly of RAI programs' retakes, and of some news concerning the three countries. This is a mixture of news, sport, entertainment and advertizing, typical of all RTL programs. Within Luxembourg, Belgium and France, there exist some 300 associations of Italians; so, how is it possible to choose among them impartially when they wish to have messages broadcast? "Buona Domenica" has been alive since 1980; up to now, no other projects have been made to broadcast in other immigration languages.

Press

There are two kinds of information: that which is distributed by Luxembourg, and that which is distributed by different groups of associations of immigrants. Luxembourg has nothing to offer, except for a small one-page supplement (giving practical information, e.g. school registration, medical informations...) of a paper published three times a year by the commune of Luxembourg and distributed free of charge to every household; it is written in Italian, Portuguese and Spanish. What is badly needed, however, is

a press organ supplying information to immigrants in their own language about the social and political problems that concern them directly, and their rights as workers, tenants, parents sending their children to school, etc... All this does not exist, neither is it being planned for the future. An important point is the present campaign concerning the right to vote at communal level; this campaign was launched about two years ago by the ASTI¹⁾; information concerning this problem is given exclusively by immigrant groups. In this matter, there are monthly papers published by the different national groups and their political tendencies. Briefly, there is in Luxembourg no conscience about the right for political information²⁾ - within the frame of the achievement of the human rights - of immigrants. Government's and communal administrations' policy: the goal is assimilation as soon as possible, so there is no interest in fostering culture and language retention of the home country, and no interest concerning the immigrants' cultural and linguistical specificity.

Communication between emigrants and their home country

When Italians were then mostly seasonal workers going back to Italy for winter, their contacts with their home country were quite different than in the case of Portuguese immigrants, that come back to Portugal for one or two months, but not every year. Portuguese then feel themselves more bewildered in strange surroundings than Italians before them.

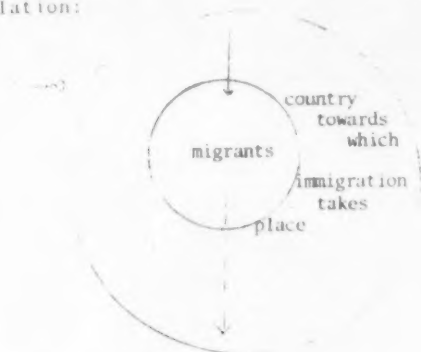
The contacts between the different national organizations and their diplomatic representatives depends on both the political situation of the immigrant's country, and on the character of this communication; the teacher of immigrant children's mother tongue for instance, is an everyday

1) "Association de Soutien aux Travailleurs Immigrés (Association for Solidarity with immigrant workers), created 3 years ago and grouping all national immigrant associations.

2) As there are many immigrants in Luxembourg, many companies (insurance, etc...) print their forms in different languages, for economical and practical reasons.

mediator.¹⁾ This situation is not favorable to immigrants in view of social barriers between immigrants and embassies, the latter's political character etc.

No representatives are committed to the defence of the political, juridical and social interests of the immigrant population; no policy exists in this domain, and therefore no communication policy. More information is flowing toward Luxembourg authorities rather than the reverse, toward immigrants. Intercultural communication is non-existent, either in reality or in the minds of the local population:



V RESEARCH ON IMMIGRATION

Introduction

Luxembourg has no university nor has it any research institute. There are, however, a University Center, covering the first year of studies and a Pedagogical Institute including training of teachers, gymnastic instructors, etc. In the former, no research is being done, while in the latter, some projects have taken shape that will be discussed below. For large-scale projects, it is necessary to turn to other institutions abroad.

¹⁾ These classes are given on free afternoons, and expenses are covered by embassies. Their importance varies in function of the national group's density in the district in question.

CORDEIRO, A. 1975, Etat de l'immigration au Luxembourg. Aspects historiques, économiques, sociologiques, Grenoble, Institut de Recherche Economique et de planification, Université des Sciences Sociales.

This report is the most important study about immigration in Luxembourg, conducted on a broad basis. The research has been financed by the Ministry of Family; the author, a Portuguese citizen who was a researcher at the I.R.E.P., has a clear view of the rotation system during the period of Italian immigration. For the present, he sees two completely separated societies and pretending as much as possible not to be aware of each other. As we see, this is the exact opposite of a symmetrical assimilation.

Les étrangers et leur insertion à la collectivité luxembourgeoise, KUNITZKI, N. von et al., 1981, Luxembourg

A collection of contributions concerning immigrants from the historical, demographical, economical, taxation, linguistical and educational points of view, as seen by Luxembourgers, not always reflecting the point of view of the immigrants themselves.

HUSS, A., 1978, "La participation des étrangers aux élections municipales dans les pays de la CEE". Actes du Colloque de Louvain la Neuve, 28th of February 1978.

The author has made a comparative study of the problem, focusing on juridical and constitutional aspects.

Education of immigrant children

Les enfants étrangers dans l'école luxembourgeoise, BANBERG, M. et al., MS (mimeographed), 1982.

A description of the problems met at different levels and in different sectors of education in Luxembourg, and concrete propositions for improvement of the situation, without however changing the basis of the present system.

MATHIAS, V., 1981, La scolarisation des enfants étrangers au Luxembourg, Luxembourg: Service d'Innovation et de Recherche Pédagogique.

More detailed description than the above-mentioned, but giving more modest hints of improvement.

STORONI, A., 1980, "La scolarisation des enfants étrangers en France, au Luxembourg et en RFA" in *Mosella* X, N. 1-2 (Ph.D.diss.) Metz.

A comparative study of school progression with immigrant and local children, focusing on determining the aspects at work in school failure of immigrants. This comparison reveals that Luxembourg is "integrationist to the utmost". Very penetrating study, viewed from the outside.

DICKES, P., KNEIP, N., WIRTGEN, G., 1982, L'enseignement complémentaire Institut Pédagogique, Luxembourg-Walferdange, Rapports Techniques.

Complementary school: forms from 7th to 9th, without school certificate or professional diploma. This study shows among other things that the percentage of failure at school is very high with migrant children, and that it is due to the German curriculum, especially to German orthography.

BAMBERG, M., DICKES, P., SCHABER, G. 1977, Etude Magrip, Institut Pédagogique, Luxembourg-W., Technical Reports.

Same type of study as the former, but about secondary education (grammar school), showing the very small number of immigrant children at this particular level.

Turning to studies or projects currently being prepared, there are two main points of interest:

1) Teaching of German as a foreign language.
This should make easier immigrant children's learning.
Today, German is used as a lingua franca at school.
The main goal is the writing of handbooks.

2) A re-evaluation of the teaching of French. Viewed from the emigrant's side, this is less important as "French speaking" foreigners are well ahead of Luxembourgers in this matter.

VI NATIONAL PROJECT

There exists no national project either in progress or being outlined for the future. Here I will try to make some proposals:

As there exists no study on the problem of the information of foreigners through the mass media, this will be a first desideratum. As a rule, it seems to me that the most crucial problem is school failure of immigrant children. Many aspects of this should be studied

- concrete experiments of integration of mother languages within the normal curriculum; intercultural education. Both should be correlated. Before generalizing the experiment, a systematical evaluation should be made.

- German as a foreign language - see above.

- Teaching of reading and writing skills in the mother tongues. In this matter, advantage should be taken of pilot schools in the German Federal Republic and the Netherlands. It should also be desirable to open initiation training centers that would cater for the needs of immigrants during the first few months in Luxembourg. It would also be desirable - but more difficult to carry out - to give information to the migrants before they leave their home country.

9. National Report of the Netherlands
(Provisional)

by Denis McQuail, University of Amsterdam

I BASIC STATISTICS

The Netherlands has only been considered as a country of immigration since the Second World War, despite a history of openness to refugees, including those from Germany in the 1930's. Indeed, after the war a large emigration took place, with official encouragement. However, since about 1950, there have been succeeding waves of immigrants, leading to a complex pattern of foreign settlement at the present time. It is customary to distinguish four main categories of immigrants although there are sub-categories within these and some additional categories which are often overlooked. The first main wave of immigration occurred between 1949 and 1958, following the transfer of sovereignty of Indonesia from colonial to independent status. Those involved consisted mainly of repatriate Europeans, Indonesians of Asiatic or Chinese origin who had been absorbed into the colonial system, or 'Indonesian Dutch' who preferred to take Dutch citizenship. While the number of immigrants of this first wave numbered about 250.000, they have largely ceased to be regarded as immigrants and are, in the main, assimilated into Dutch society.

The second main group consists of South Molukkans, who originated as a group of military personnel of the Dutch colonial forces admitted in 1951 and now numbering about 35.000. Thirdly there are persons from Surinaam and the Netherlands Antilles, arriving mainly between 1964 and 1974 and their number (in 1981) is jointly estimated at around 215.000. Thirdly, there are migrant workers from the Mediterranean basin, usually designated as 'foreign workers' who have diverse origins and cultures. They were encouraged to come during the boom years of the 1960's and early 1970's, initially from Italy, Spain, Portugal and Yugoslavia and latterly from Turkey and Morocco, for the most part. In all, this category numbers about 300.000, of which the largest contingents (in 1981) were Turkish (138.000) and Moroccan (83.000). These figures include family members as well as workers.

Leaving aside the first wave of immigrants, the total minority group population in the above categories is estimated at about

550.000, or about 1 % of the population of the Netherlands. It is, however, worth noting the presence of certain other relevant groups. These include gypsies, numbering perhaps 2.000, about 20.000 caravan dwellers and a large number of residents of neighbouring EEC countries, especially Germans, British, Belgians. There are more than 100.000 foreign nationals in this category, making a further contribution to the cultural plurality of the society.

Certain other aspects of the immigrant situation should be emphasised. Firstly, the diversity, which is greater than the statistical picture suggests. Thus each of the main groupings has often a different experience of and outlook on the host society and some contain important internal divisions. The 'Molukkers', for instance, have largely remained apart from Dutch society, despite their long residence, because they have been encouraged in the belief that they could one day return. The Surinamers have had (until independence in 1975) chances of acquiring Dutch citizenship and are generally more at home than are 'foreign workers' with Dutch language and customs. Amongst the latter category, the Turks and Maroccans are most culturally apart, through religion and level of education and more likely than most to be regarded with some suspicion or lack of understanding. The internal divisions are sometimes ethnic and cultural, as with the Surinamers and sometimes political, as with the Turks.

Secondly, and not surprisingly, the members of these minorities tend to have a weak social economic position - characterised by low educational level, low income, vulnerability to unemployment, sometimes limited rights of residence. Thirdly, and correlatively, immigrants are not evenly distributed in their residence pattern. They are concentrated in the four largest cities and the share of this city population accounted for by the 'Mediterranean' and Surinam or Antillean groups was 11,2 % in 1981. Fourthly, it is to be expected that the relevant minority population will grow between now and 1990, by as much as 30 %, as a result of natural increase and family re-uniting. Thus we are not speaking of a temporary phenomenon in the society.

II CENTRAL GOALS OF IMMIGRATION POLICY

According to several accounts, there does not seem, until recently at least, to have been a very clear or coordinated policy in relation to the minorities concerned and certainly not a cultural or media policy. The primary reason for this seems to have been a failure or unwillingness to recognise that a substantial immigrant presence was likely to be a permanent feature of Dutch society, after the first big post-colonial wave. Foreign workers were mainly treated as temporary residents with particular social-economic problems and needs which should be tackled separately. Only belatedly did it become apparent, during the last ten years, that most of those who came for work are unable, for a variety of reasons, to return to their land of origin, whatever personal preferences.

As far as policy is concerned the most recent government document (Ontwerp minderhedennota, April 1981) defines a minority group as follows: 'a group of persons of relatively limited extent with common ethnic and/or cultural characteristics, consisting of several generations and of which a majority, as a result of social-economic and cultural factors, experience problems in participating in the Netherlands society'. The nature of the problems experienced by minority group members have been exposed in a number of recent enquiries and publications (notably the WRR report 'Advies Onderzoek Minderheden', 1979) and most are familiar in the experience of other countries. These problems include: lack of suitable low-cost housing for single persons; susceptibility to unemployment due to low skills; insecurity and limitation of citizen rights; some attitude prejudice and actual discrimination; problems of adjustment to the host society, because of cultural distance (in general, social segregation and isolation); deprivation of own cultural environment; various social pathologies amongst a small under-class of migrants. The causes of problems are partly social-economic and partly the result of foreignness.

The commitment to ideals of welfare, equality and community in Dutch society have exerted pressure on government to try to respond to the various needs evidenced. However, policy-making

has been held back by three main factors, already mentioned: firstly, slowness to recognise the extent and long term nature of the 'problem', if it is one; secondly, the diversity and varied status of the groups involved; thirdly, the economic recession, which has prevented an increase in welfare expenditure. The main features of policy seem to have been a piecemeal and localised approach and a lack of overall direction. According to H. Campfens, there are four main policy models to choose from in this field, which can be described as follows.

1. Individualist (the assimilationist path). 2. Reduction of social-economic disadvantage. 3. Culturalpluralist - encouragement of self-organisation and identity forming. 4. An inter-group relations approach (increase understanding and reduce prejudice).

In general, Dutch policy has opted for the first two of these models, with several lines of activity. There is an emphasis on finding local solutions for housing and guidance, which makes some sense, in the light of the concentration of immigrant populations. There is an extensive network of subsidised information and service centres. There are educational and cultural activities to help the adjustment of individuals and groups. A considerable effort is made by way of publicly subsidised audio-visual services which distribute programmes by and for various kinds of minority. To a certain extent, policies are funded and administered separately for different groups, with seemingly more attention to Surinamers than to foreign workers. The former are more easy to treat as a large and distinct group and they have stronger political and legal claims. As well as these provisions, there exist national coordinating bodies, outside direct government control to look after the interests of minorities.

In general, policy was and is still aimed at fitting the immigrant into normal social life as an individual. According to Campfens, there remains a division of responsibility between several ministries, with the ministry of Culture, Recreation and Social work (CRM- as it then was) being the most important. The policy of this ministry has been judged as more 'assimilationist' than 'pluralist' and more oriented to social-economic than to cultural matters. The impression may also be derived that policy and its

application are (not surprisingly) made by the host society for the minority groups and that autonomous activity by groups in their own interest has not been strongly encouraged or has not happened to any large degree. It is worth noting a dilemma which has faced Dutch policy-makers, since the assumption that migrants will leave leads to policies designed to promote the retention of cultural identity of immigrant groups, while an assimilationist policy (usually the most politically acceptable) goes with an acceptance of immigrants as integral to the society and a permanent feature of the social scene.

The recent policy statement (Ontwerp minderhedennota, 1981) seems to give more recognition to the principle of multi-culturalism and to shift the emphasis more to cultural (pluralist) and inter-group relations models. Thus minorities are to be encouraged to retain their cultural identity if they wish to and to have a different but equal place in Dutch society. The three main aims in this connection are: to help members of minorities to have a better understanding of Dutch society; to encourage their self-organisation and self-expression; to combat prejudice by informative efforts aimed at society as a whole. The government note assigns a definite, but vaguely defined, role to mass media, especially radio and television, in achieving these aims. Special reference is made to new media developments (cable) and to local and regional broadcasting, which are not yet strongly developed in the Netherlands.

III THE COMMUNICATION SITUATION OF IMMIGRANTS

Here attention is given mainly to the mass media, and especially to radio and television. First of all, it should be stressed that the main broadcasting organisation (NOS), which both makes programmes and coordinates and facilitates the work of other independent broadcasting organisations, has a legally established task in this field and has been very active both in making programmes and developing a media policy for minorities. It has also recently accomplished an extensive and rather unique piece of audience research into the media behaviour, opinions and preferences of eight of the national minorities

of foreign workers (Wentholt, 1982).

In brief, the NOS sees broadcasting as having three main functions in respect of foreign workers. It should help them to understand the host society, provide the means of expression and advancement of their own culture and help the society to reach a better knowledge and understanding of the situation and culture of minorities. So far, the main relevant broadcasting activities have been in the first of these areas and there is a daily, but inevitably limited, provision for different minority groups in their own language. Several regular television and radio programmes are allocated to the task. The research by Wentholt has established that these programmes are attended to and valued, but also criticised on grounds of brevity.

Further, it is clear that foreign workers watch much television, but often understand little. They are also largely excluded from the Dutch print media. An important aspect of the situation in the Netherlands is the wide accessibility of radio and print media from most of the home countries of foreign workers. According to the research referred to, 68 % of the sample of foreign workers did read a newspaper in their own language (compared to 46 % who read a Dutch newspaper) and 66 % were able to receive radio from their country of origin. The Netherlands also has a number of publications which are especially aimed at, or produced by, the immigrant or minority groups themselves. The Surinaam weekly press is a good example of such provision, but the value of its content for any of the three named functions is in some doubt. Despite the special provision of media by the NOS and the relatively large availability of foreign media, the research concluded that position of very many foreign workers is one of isolation, both from their own and from the Netherlands culture. The deprivation is probably greater in respect of culture than practical information.

IV RESEARCH IN THE NETHERLANDS

It is only possible to give a very brief assessment of some of the main pieces of research or in progress in this field (media

and minorities) in the Netherlands. However, in general, there has been rather little relevant research until the recent past. One object of study has been the treatment of matters to do with race and immigration in the press. Work by F. Bovenkirk (1978) provides some evidence of bias, whether intentional or not. More recently, I.A. van Dijk has examined press reporting in which foreign workers were identified and detected patterns of implicit discrimination. The findings in this area seem to be comparable with those of work on British media, in that minority members were singled out for undue attention and sometimes stigmatised as causes of social problems or as being a social problem by their very presence. A fair largely scale content analysis of press content from 1975 to 1985 is currently being planned by J. Stappers and W. Bouwman of the University of Nijmegen. The aim will be to chart trends in the presentation of minorities, within the framework of a 'cultural indicators' approach and to relate trends to other indicators of social and economic change. This project will begin in 1984. A quite different kind of research has been pioneered by L. Henny at the University of Utrecht, which involves experimentation with audiovisual productions designed to help the growth of consciousness amongst minorities. The aim is to aid the development of film and other materials for the self-expression of cultural and social needs, but which might also contribute to the understanding of other cultures by the host society. Two other particular projects connected with broadcasting remain to be mentioned. One was an audience survey and evaluation of a series of television programmes aimed at children and designed to improve their understanding of the home backgrounds of children from minority groups. Another has already been mentioned - the work of H. Wentholt, a pioneering and very detailed study of media use behaviour and relevant attitudes of several different sub-samples of the main foreign worker minorities. This research was carried out in 1981 in connection with the development of policy by the NOS.

V NATIONAL SUB-PROJECT PLANNED WITHIN THE FRAMEWORK OF THE
PROJECT 'THE ROLE OF INFORMATION IN THE REALISATION OF THE
HUMAN RIGHTS OF MIGRANT WORKERS'

A number of small scale projects were carried out at the University of Amsterdam during 1981 to 1993, dealing with: the content of the Surinamer weekly press; the audio-visual facilities provided for migrants; the access possibilities for minorities in some areas of broadcasting; the perceived needs for media provision in relation to identity and/or isolation. These were partly intended to lead to the formulation of a larger scale project. In the event plans have been left fluid in order to await the present conference, so that a more coordinated or complementary effort could be carried out. In general we want to deal with one or more of the following problem areas:

- i) Gaps and inequalities in the distribution of information and cultural goods and in the relevant communication resources.
- ii) The kinds of definitions and selfimages offered by the main mass media to members of minorities.
- iii) The nature and distribution of communication needs as perceived by members of minorities.
- iv) The assessment of lines of policy and of the practicality of different options for meeting identified needs.

To clarify the position somewhat, the following is a summary of a statement of research aims, which was compiled in October, 1982.

1. Presuppositions

- i) Members of minorities are often different or marked out as such. They have particular information and cultural needs and may face special social and economic problems.
- ii) In particular, they face the dual problem of keeping in touch with their home country and culture and also adjusting sufficiently to their new environment. These two aims may be in conflict and difficult to manage without adequate resources of education and income.
- iii) The mass media are by definition 'biased' against all minorities in respect of access, representation and level of

service. The nature and degree of bias varies considerably.

2. Central Problem

iv) The media may nevertheless contribute to solving the problems mentioned in ii), or may make them worse. They can encourage or facilitate assimilation and integration; they have a potential for helping or promoting separate cultural and social development; they can aid participation in the national society without loss of own cultural identity; they may increase or decrease isolation of individuals and fragmentation of groups.

v) The various possibilities just named depend on a number of media factors:

- the relative visibility of a given minority group in the media
- the kind and degree of media access given to a minority
- the images of minority groups offered to the rest of society and to the groups themselves
- the models of types of adaptation (named in iv) which are presented in the media and positively or negatively valued
- the diversity of available channels, including those from the home country or in the own language.

Of course, the media are likely to play only a subordinate role in the whole social processes involved and the ultimate tendencies depend more on other forces at work in the society.

3. Research

vi) Different kinds of research are evidently called for to deal with the complexity of the problem and three main kinds of activity should be considered:

- content research into the images of minorities and the presence, absence and associated valence of the different kinds of adaptation named above. The main question to be addressed should be 'What is the message of the media to minorities about how they are seen by the majority and about what the majority expects of them?'

- An enquiry into the underlying principles and policy for giving access to minorities or providing services for them. By what criteria is access given or withheld, at official levels or by working editors and journalists? The central question concerns the expectations which minorities can reasonably have of the mass media.
- An enquiry at the level of the public or audience into the kind and degree of participation by minority members in the mass audience. The central question concerns the perception of needs on the part of minorities and their assessment of what is missing in provision. We should also be concerned with the 'gaps' between minority and majority or between minorities with more 'communication resources' and those with less. What are consequences as well as causes of 'gaps' in information and culture? Relevant here will also be the choice of identity or integration as a goal.

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10. National Report of Norway
by Ole Kristian Hjemdal and Tor Birkeland,
The Institute of Sociology of Law;
Guri Larsen and S. Ananthakrishnan,
The Royal Ministry of Local Government
and Labour

BASIC PRINCIPLES OF THE NORWEGIAN POLICY

It would have been a desirable state of affairs had Norway been able to continue to pursue a liberal immigration policy, as was done until about 1970. Norway has, however, become a target for immigrants from developing countries who are looking for work. We have accepted an obligation to admit the families of those who are already here, and also a comparatively large number of refugees. The integration of these groups, including the family members, demands the application of considerable resources. Moreover this work must proceed over a period of time. The conditions prevalent in industry and on the labour market, the difficulties in acquiring housing, the cultural and social aspects etc. of such immigration are fields demanding constant efforts. The government is therefore of the opinion that for the foreseeable future there will only exceptionally be room for immigration beyond the family and refugee immigration we are already obliged to accept. The government is of the opinion that for the time being this limitation can best be achieved by maintaining the present ban on worker immigration. Nor does the government wish to give any indication as to when other arrangements may possibly replace this ban.

Norway is on the way to becoming a multi-cultural society. Such a society must be based on mutual respect between different groups and cultures. In the case of minority groups it will also often be necessary to introduce special measures in order to create really equal opportunities for acquiring housing and on the labour market, opportunities for social and cultural self-expression, etc. A number of such measures must be regarded as a temporary means of including self-help.

The immigrant must be able to choose the degree to which he or she wishes to be identified with Norway, beyond what is necessary in order to function properly here (the principle of integration). It is undesirable to impose any demand that immigrants shall become as Norwegian as possible (be assimilated). It is therefore important that they shall, inter alia, be given opportunities to preserve their own speech, religion,

culture, etc. while at the same time being provided with opportunities to learn Norwegian and to familiarize themselves with Norwegian social conditions. The establishment of their own organizations is also important in this connection.

One of the main objects is to enable family reunions to take place, and the primary concern in this connection must be with spouses and children.

The government is of the opinion that there is a continued need for labour from abroad for the petroleum industry, especially for tasks of limited duration (enterprises) on the continental shelf. But the Norwegian capacity in this field is being constantly expanded in order to take over as much of this work as possible. It must surely be accepted that it is in practice a question of work that is only available to firms from other industrialized countries, and that such firms will bring their own work force with them. These employees do not, however, become connected with Norway in such a way that it is reasonable to regard them as immigrants, with all the rights that this would imply. Nevertheless the Norwegian authorities are under an obligation to exercise control over their wages and working conditions, and their safety at work etc.

The municipal authorities have a primary responsibility for immigrants on an equal footing with the other inhabitants of the municipality. On the municipal level, too, it will therefore be necessary to apply resources for the purpose of implementing important aspects of the immigration policy. The central authorities are for their part obliged to assist the municipalities with guidance and information. Various forms of economic subsidy, e.g. for the investigations of needs and for experimental systems, including more permanent subsidies, e.g. within the educational sector, will also often be necessary.

INFORMATION TO THE IMMIGRANT WORKERS IN NORWAY - A SHORT SURVEY

The Norwegian government authorities consider general information to the immigrants on the Norwegian society, on the rights and obligations of the immigrants as well as information to the

Norwegians on the situation of the immigrants, their culture and background as an important means of establishing the best possible relationship between the immigrants and the dominant population.

The Ministry of Local Government and Labour says in its report on the immigration policy:

"To spread knowledge through sober, objective and adjusted information to the immigrants as well as to the native population is an important part of the conditions for realizing the aims of freedom of choice, equality and co-existence which are the basis for the Norwegian immigration policy."

Within this context the development of different methods of information also becomes extremely important as a part of the fight against racism and ethnic discrimination.

In Norway we have recently experienced several serious cases of distribution of anti-immigrant propaganda, in the shape of letters to the editor in the press and from Neo-Nazi organizations directing their propaganda to schoolchildren. This has made the government realize the importance of a further increase in the efforts, at different government levels, to fight racism and ethnic discrimination. We find it necessary, however, to emphasize that we do not think that information alone will be enough to fight racism and discrimination. But we believe that directed information (with regard to form as well as to content) in combination with other measures may contribute to this. It is very important that the immigrants themselves are given opportunities to produce and distribute information on their own interests and needs. In Norway the immigrants still have limited possibilities of asserting their influence in the society. The present unequal distribution of power between the minorities and the dominant population in general is reflected in the formulation of the information and the use of the media.

The opportunities for the immigrants to influence their own situation through the media are very limited today.

Their access to information from their home countries is also very limited. The immigrants may find that their native newspapers grow old before they reach them and that the distance makes radio or television reception impossible.

The Norwegian media often give incomplete or directly misleading information from the immigrants' home countries. To a great extent the immigrants have to rely on letters from home to be kept up to date, and countrymen returning from visits to the home country are also sources of information.

They may cultivate their own culture by watching films and video tapes, listen to records etc.

We can say that there are three different communication systems which meet the immigrants' needs: The system of the home country, that of the new country and the immigrants' own system in the new country. We might actually speak of three spheres since all systems contain formal (e.f. the media) and informal or private communication channels.

The immigrants' own communication system in the new country has two aspects, i.e. communication among the members of an ethnic group and on the other side among immigrants from all groups. Communication between people of the same nationality may be divided into smaller systems, e.g. political, religious, class, or other groups.

In relation to the first two spheres the immigrants find themselves in the periphery while they are placed in the centre of their own information sphere in the new country. They are involved in distribution of information in at least six directions:

- 1) From the dominant society to the immigrants.
- 2) From the immigrants to the dominant society.
- 3) From the home country to the immigrants in the new country.
- 4) From the immigrants to the home country.
- 5) Between groups of immigrants.
- 6) Within each immigrant group.

All indications show that few or none of these information channels function satisfactorily. The most successful one is probably no. 6; within a group of immigrants. Usually they have a common language they meet each other at religious gatherings, national celebrations etc. and more informally, for example, in the immigrant shops which is an important meeting-place, and an exchange for information of practical and personal character.

Today the immigrants have access to the following media production facilities:

- Periodicals published by immigrant organizations or groups all over the country. There are 24 publications which have received public grants, for establishing the activity and/or current expenditures. The number of copies printed varies from 500 to 1 500 per issue and the frequency from once a week to four times a year. Ten of the periodicals are published in Norwegian, the others in English, Hindi, Spanish, Portuguese, Chinese, Bengali, Turkish and Arabic.

- NRK (Norwegian Broadcasting Corporation) has its own immigrants section which broadcasts in Urdu and Turkish for listeners in Oslo and surroundings. The weekly programmes have a duration of 45 minutes.

- "Immigranten", a bilingual immigrant publication, has, on its own initiative, obtained broadcasting time on the local radio channel. The programmes are transmitted in Urdu, Punjabi, Turkish, Arabic, English and Norwegian. They have weekly programmes in each of the languages and a total time of 5 1/2 hours per week. The programmes are mainly of an informative and anti-racist character.

INFORMATIVE MATERIAL FOR IMMIGRANTS PRODUCED IN NORWAY

- Most of this information has been prepared by government authorities, especially by the Division for Immigrants Affairs attached to the Ministry of Labour.

Most of it deals with the rights and obligations of the immigrants besides general information on the Norwegian society.

Handbook "Immigrant in Norway" gives the basic information on the immigrants' rights and obligations. It has been printed in nine different languages and is distributed to government and municipal offices, immigrant organizations and to Norwegian embassies abroad, where it is distributed to people applying for immigrant visa.

- Information on financial assistance to activities for benefit of immigrants in the municipalities, to their own organizations etc.
- Children, youth, courses in Norwegian, kindergardens, family activities.
- Social security, labour laws enforcement, interpreter service.
- Diet, social activities, health problems.
- Culture background, human understanding.
- General information on the current immigrant policy work.
- The Alien Laws.
- Reference books for immigrants.
- Educational programmes for the television and radio - particularly for children.

We have little knowledge about the immigrants' use of this material - and to what extent it meets the group's requirements for information.

All of these publications have been prepared by Norwegian government authorities, some of them are only translated information designed for Norwegian readers. There has been scarce effort to prepare the information in accordance with the immigrants' requirements or to bring in the immigrants themselves in the work.

A reference manual which the Turkish workers' union has prepared with financial assistance from the Ministry of Social Affairs is an example of what may be achieved when the authorities and the immigrants work together. Such manuals - produced by the immigrants themselves and based on their experience and requirements - should be a feasible task for other major immigrant

groups as well. This has been a useful experience for the further work in extending the range of information work for the immigrants in Norway. Another example, a publication presently under preparation, is edited by immigrant women and deals with the rights of the immigrant women in Norway. The Ministry of Local Government and Labour has initiated and financed the publication.

Most of the information material has been in print. There are several reasons to believe that audio visual aids, like films, video tapes, slides, sound tapes etc. should be used in order to make sure that the information really reaches the immigrants.

NORWEGIAN INFORMATION TO NORWEGIANS ON THE IMMIGRANTS

- In 1978 a pamphlet entitled "Vi og innvandrerne - innvandrerne og vi" was published, intended for Norwegian readers. 60 000 copies have been distributed to schools, educational organizations, voluntary organizations, immigrant organizations and for use in educational courses in general. The pamphlet gives a background knowledge on migrant workers, the immigrant groups in Norway, some information on the cultures and religions represented by them etc. The pamphlet is aimed at giving the Norwegians more than only superficial knowledge about the situation of the immigrants and why they are here.

- Since 1978 the Ministry of Local Government and Labour has been publishing the quarterly "Innvandrerinformasjon" (Immigrant information) which deals with the most important events in the immigrant sector, concrete measures as well as research results, literature and debate on questions on immigrant policy. In 1983 the responsibility for the publication was transferred to a publishing house. 1 500 copies are printed.

- The Ministry of Local Government and Labour has compiled an information ring binder for public employees who are working regularly with immigrant problems or immigrant grants or measures.

- The Ministry of Local Government and Labour each year arranges educational courses for public employees in order to improve their services to the immigrants.

- The Ministry of Local Government and Labour also arranges annual courses in minority journalism for Norwegian reporters in order to induce the press to confront immigrant questions in a positive way.

- An information leaflet on the situation of the Vietnamese refugees, their background and culture is presently under publication. It has been prepared mainly by Norwegian specialists, and is financed by the Ministry of Local Government and Labour.

- For the time being the Ministry is working to develop instruction and information material for the local administrations' work with immigrant questions.

- The Ministry is further working out plans for a series of summaries of reports on migration and minority research, in order to make the results available to the Civil Service and the immigrant groups. It is intended to translate the series into the most important of the immigrant languages.

There is little that we know about the impact of the information aimed at the Norwegian population, to which extent it is used, or if there have been any consequences for the immigrant work or led to a more positive general attitude towards the immigrants.

INFORMATION IN THE IMMIGRANTS' HOME COUNTRIES

The Ministry of Local Government and Labour considers it of importance that the Norwegian embassies abroad participate actively in providing information to potential immigrants on the Norwegian immigration rules as well as on Norwegian social and living conditions in general. We have mentioned earlier that "Immigrants in Norway" has been distributed to our embassies, but we have not yet any knowledge of the impact of this information. Our impression is that the potential immigrants rely on their nearest relations (spouse already working in Norway) as their most trustworthy source of information. One of the difficulties of informing the future immigrants in order to ease their transition into a totally different society, is to find a form of presentation and the arrangement of the information. We have a certain experience indicating that the women and children who are going to be reunited with their fathers and

husbands receive most of their information from these. This information is often distorted and simplified. Another problem is that among the future immigrants from certain countries there are some people with weak reading proficiency or even illiterates. This means that the information should be made more visual and tangible to make it easier to identify oneself with. A third difficulty is to get together the participants for such "information courses".

THE LEGISLATION, THE HUMAN RIGHTS AND THE IMMIGRANTS

Norwegian law employs the so-called principle of presumption: Norwegian law is in accordance with international law. This means that we must presume that human rights of different sorts are incorporated in Norwegian law in some way or other, to the extent that they represent valid international law.

The rules on human rights in international law have resulted in several positive legal rules in the Norwegian legislation. But international rules primarily intended as safeguards for the protection of the human rights of the immigrants have hardly left any traces in Norwegian legislation. An almost unique example is Article 135 a of the Penal Code which punishes whosoever "by means of expression... threatens... or exposes for hate or contempt a person or a group of persons because of their faith, race, colour, or national or ethnic origins". One might say that this rule should give protection against that kind of information on immigrants which is defined by the activities mentioned in the article.

Apart from this we might say that in general the Norwegian legislation secures information opportunities to put the human rights into practice for the immigrants to the same extent that the legislation does it for Norwegian citizens. Unless otherwise laid down in the law, the legislation treats immigrants precisely in the same way as Norwegian citizens.

A REVIEW AND AN EVALUATION OF RELEVANT RESEARCH ON THE ISSUE

There has been very little research dealing with the communication situation of the immigrants in Norway, and no project has given particular treatment to the role of information when it comes to the realization of human rights for the migrant workers. Some projects have, however, touched the issue more indirectly, in the sense that the projects deal with areas of importance to the immigrants' possibilities to safeguard their rights and their participation in the Norwegian society.

The clearly most relevant project in this context is "Immigrants and Information - A Programme for Informative Preparedness among Immigrants".

Norway has in fact chosen the project to be sub-project in the UNESCO project. It is financed by the Ministry of Local Government and Labour.

The project's objective is a realization of human rights for ethnic minorities through the development of immigrant controlled information strategies against racism and ethnic discrimination. The project started on 1 June 1982 and until today it has been working with development of theories and models. In the next 12 months the work will switch to a practical application of the theoretical basis. The project will be described more closely at a later stage of this report.

COMPLETED PROJECTS

Odd F. Vaage: "The Immigration Situation - the Description of the Press and the Opinion of the People".
Ministry of Local Government and Labour. 1981.

Vaage has investigated the Oslo newspapers' treatment of immigrant issues in the 1970's. His main conclusion is that the treatment of the subject differs strongly depending on whether the immigrants originate from the industrialized countries of the West or from the Third World. While immigrants from the Third World represent only a smaller part of the total alien population in Norway, the attention of the press is mainly

focused on this group. And the coverage of immigrants from the industrialized countries generally starts from their resources and their positive contribution to the Norwegian economic life, while the story on the immigrant from the Third World is centred around his problems and lack of resources.

Vaage finds a further difference in the fact that while articles on Western immigrants as a rule are based on themselves as the primary source, this is an exception when it regards articles on immigrants from the Third World. These immigrants are in fact precluded from correcting the problem oriented image that the press creates.

Vaage has also undertaken a poll among Norwegians to clarify their attitudes towards the immigrants and to relate this to their media consumption and other information sources. The poll shows that those who state that the press is their primary source of opinion also have the most negative attitudes towards the immigrants.

Vaage's investigation, of the way the press deals with immigrant questions as well as of the attitudes of the general public is relatively quantitative in its methodical orientation. He has not made a more profound qualitative evaluation of the message of the press, the attitudes of the public or the relation between them. The report is mainly purely descriptive.

Farooq Khan and Chouhdry: "An investigation into the mass communication media of the Pakistanis in Norway: Reading habits and perception behaviour". Institute for alternative development research, Oslo, 1981.

The report is a result of a survey undertaken to investigate into the patterns, attitudes and difficulties of Pakistanis regarding newspapers, magazines and books particularly in Urdu and Norwegian. Further the survey was aimed at investigating reading material preferred by Pakistanis and the ways and means by which they acquire it. The study showed that Pakistanis do

not limit their reading to Urdu material only. Their interest for reading Norwegian Newspapers can be seen as an indication to their desire for participation in the social and political life of the country. The report suggests that the public libraries should acquire books and other literature in accordance with the preferences of the Pakistani readers.

Ole Kristian Hjemdal: "Evaluation of the work on the Gypsy Project. Ministry of Social Affairs, 1983, Unpublished.

The project consists among other things of an analysis of selected articles from newspapers from all over the country in the years 1975, 1978 and 1980 dealing with gypsies. Hjemdal finds the number of articles on the subject to be diminishing in the period. There was a clear distinction between the smaller local papers and the major Oslo papers. In the first category the attitudes towards the gypsies were generally negative, they were often referred to in connection with crime. The Oslo newspapers were more positive, they showed a clearly positive development during the period, emphasized the need for public measures for the benefit of the gypsies and a great part of the articles appeared as letters to the editor. Even though the majority of the articles in the Oslo papers showed a positive attitude towards the gypsies and towards public assistance to the group, these papers nevertheless gave an image of the public opinion as being negative. There was a clear tendency to consider the negative attitudes as the opinion of the man in the street or as representative of major groups, while positive attitudes were shown as expressions of more abstract values without any real popular and collective basis.

Torkel Opsal: "Alien law and immigration policy", Institute for public law, Oslo University Press, 1980.

This project started with a relatively wide scope regarding the alien law question and the legal and legal policy questions to be discussed. But it was soon restricted to alien law in a strict sense: questions on entrance, residence and work permits etc. These issues are governed by Law of 27 July 1956 (Alien Law) and in rules and circulars authorized by this law.

The project has arranged several seminars on alien law questions and published several report fragments on the subject. To a certain extent efforts were made to involve immigrants and their organizations in the work, but apparently without success. The alien law project was finished in 1980.

It has been planned to make use of the written material resulting from the project in a greater work in order to give a systematic account of the alien law. Such a compilation has not existed in Norway since our present Alien Law was approved.

PROJECTS IN PROGRESS

Hedda Gjertsen and Sturla Fakk: "The immigrants' introduction to the police and the judicial system". Institute for criminology and criminal law. The University of Oslo.

The objective of the project is to identify and describe different types of problems arising when the immigrants meet the police and the judicial system - and to be able to view the problems as they are perceived by the contrasting parts, how each of them interpret and experience the same or parallel situations, and each other. Within this context questions of law and order will also be investigated; based on the manner in which the police and the way immigrant cases are treated.

The project decided to make use of a wide data material instead of a representative investigation of a particular group. The material consists of government statistics and other available research results in addition to interviews with interpreters, the police, judges, lawyers with immigrant clients, alien prisoners in Norwegian prisons, and immigrants and their organizations. All the interviews have been made in the Oslo area. The project's analysis of the interpreter's role - as a mediator between two parties with different cultural background and position of power, cases of lack of interpreters, will be of particular interest for the main of the UNESCO project.

Asbjørn Eide, Peace Research Institute, Oslo.

Jan Helgesen, Institute for Civil Law, University of Oslo.

Torkel Opsal, Institute for Public Law, University of Oslo:

"The Norwegian human rights project".

Financed by the Ministry of Foreign Affairs.

The project deals with human rights in general and was initiated in 1978 as a joint project with the participation of several interested environments. Several other persons from Norway and abroad have been involved in the work. The human rights project has attached importance to the preparation of written material as well as participation in discussions and giving lectures on the subject. The project has backed up a recently launched periodical: "Men and Rights". The human rights project has primarily given attention to information on the protection of the international human rights; its material regulations and the instruments for its implementation.

Bjarne Berg and Tor G. Birkeland: "Law for Immigrants"

A project from the Association
for Legal Policy.

The book intends to give an introduction to the central legal area of importance to the immigrants, and at the same time it should function as a guide on how to proceed to secure your rights. The book will be included in the curriculum for immigrant students of the Norwegian language.

Tor G. Birkeland: "Political Asylum in Norway".

Institute for Juridical Sociology. Oslo
University.

Financed by the Ministry of Justice.

Started in the autumn of 1982.

The objective of the project is in the first place to make a survey of the Norwegian legislation in the area of the law of asylum and its practice in order to make refugees and their representatives better prepared to defend their rights. The second main objective is to influence the legislative powers in order to promote the interest of the refugees. One should bear in mind that there is not much literature dealing with the law

of asylum in Norway today, neither with regard to international law nor to the Norwegian laws, and that the current Alien Law is facing a drastic revision. Great emphasis will therefore be given to offering knowledge on this subject to those who claim asylum rights. This will be done by giving information to those who might assist them at the different levels; the existing refugee environments, lawyers, social, workers etc.

A DESCRIPTION OF THE NATIONAL SUB-PROJECT PLANNED TO BE REALIZED WITHIN THE FRAMEWORK OF THE PROJECT "THE ROLE OF INFORMATION IN THE REALIZATION OF THE HUMAN RIGHTS OF MIGRANT WORKERS".

Ole Kristian Hjemdal
Leiduly Risan
Bjørn Skaar

in cooperation with a group of Pakistani immigrants:

"Immigrants and Information - A programme
for informative preparedness among immigrants".
Financed by the Ministry of Local Government
and Labour.

This Project is divided into two places, a preparatory project which started in the summer of 1982, and the main project which will start in July 1983. Its primary objective is to find and test immigrant controlled information strategies against racism and discrimination. The project focuses on information from and on immigrants aimed at Norwegians. The project has chosen the Pakistani immigrants as cooperation partner because this group has been the aim for much attention in Norway. Many Norwegians often identify all immigrants with the Pakistanis. This is also the most visible of all the immigrant groups, because of its dress, customs, religion etc. With 7 000 members they constitute the largest nationality group in Norway from countries outside Western Europe and North America.

One hopes that the experiences from the project also may be transferable to other immigrant groups. The reason for deciding on only one immigrant group are mainly practical and due to limited resources.

a) THE BACKGROUND OF THE PROJECT

Conflicts between the dominant population and immigrant groups from the Third World seem to be increasing in Norway, too, although these are relatively small, in relation to the Norwegian population as well as to similar groups in other European countries. Organized racist groups are on the offensive, particularly among the younger part of the population.

Direct discrimination seems to be increasing, in quantity as well as in strength. In spite of this a recent (unpublished) investigation by Bente Puntervold Bø indicates that the individual attitudes towards the immigrants are more positive than expected. The understanding of the immigrants' rights to maintain their cultural and ethnic distinctive character seems, however, to be relatively weak, and this leads to a pressure to become norwegianized.

As one of several possible measures to limit and counteract the increasing discrimination and missing understanding of the immigrants' right to preserve their characteristics, the project wanted to test information strategies which offer the immigrants themselves a higher degree of supervision and control over the preparation and implementation of the information process.

Previous research and experience (e.g. Odd Vaage's project) show that the immigrants' influence on and participation in this area is very little. The immigrants' possibilities to influence the attitudes and notions of the dominant population is accordingly very limited.

b) THE PREPARATORY PROJECT

The preparatory project is aimed at preparing the practical information tests which make part of the main project, theoretically, methodically, and with regard to resource and organization.

Tasks:

The projects tasks consist chiefly of four main cathegories:

- a) Methodical/theoretical clarification and development.
- b) Data collection and analysis.
- c) Construction of the organization.
- d) Preparation of the immigrant groups for practical information work.

Items a) and b) are needed to create the necessary basis of knowledge, item c) aims at establishing the necessary contact network for the practical shaping of information and the distribution.

Data sources:

Besides using existing literature and research reports, the project has especially drawn on three data sources:

- a) An analysis of existing information (media, hack literature, educational aids etc.).
- b) Interviews/discussions with the participating immigrant group.
- c) Interviews with diverse groups of information recipients.

The aim for the data collecting is primarily to obtain a qualitative image of the recipient groups' opinions, attitudes and practical relations to immigrants. This knowledge, together with the theoretical and methodical assumptions, will constitute the basis for an underlying model for the preparation of the practical information tests.

THE MAIN PROJECT

The primary task of the main project is the testing and the further development of the models and strategies which have been formed by the preparatory project. This will be carried out in four practical information experiments. The experiments will take place in a school class, a youth club, a work-place and in a local environment. These four have been selected because they represent the central arenas where immigrants participating in the project will carry the main responsibility for the practical implementation of the experiments.

The experiments will be in the nature of information processes which will go on during a certain period of time and it is considered important to promote an aspect of dialogue in the information.

The information process is envisioned as a gradual development where each step will be started by an information trigger (film, video tape, radio play, role playing, picture strip, multivision programme etc.) which will establish the basis for a discussion between the recipients. The recipient groups are composed of both immigrants and Norwegians. The recipients will be given task of making information material for each other based on the different points of view having arisen from the discussion.

From the new subjects emanating from this activity there will be made a new trigger to initiate a new discussion. The selection of the new subject will be decided partly by the development of the actual discussion, partly by the underlying model. The assistance to the recipient groups during their own shaping of information will primarily be given by the project's immigrant participants with professional media workers as competent advisors.

The triggers will be produced by the project, giving the main responsibility to the professional media workers, and the immigrant participants as advisors with regard to the content of the trigger.

The information process will be under continuous evaluation by the project.

Even though the practical information tests will be a matter of face to face information, we believe that the learning that it will give the immigrants also might teach them to make demands on the mass media and influence the information processes to a much larger extent than the case is today.

We will try to return the experiences from the project to the immigrants organizations, the mass media, civil and municipal services, educational institutions, and professional and voluntary organizations.

STATISTICS ON FOREIGN CITIZENS IN NORWAY

According to the Central Bureau of Statistics, 90 200 foreign citizens were residing in Norway by the end of 1982. Of these, 57 300 or 64 % were citizens from European countries, 3 000 or 3 % from African countries, 15 700 or 17 % from Asian countries and 13 400 or 15 % from the Americas.

Danes were the largest group of foreign citizens (15 400). The next largest groups were the British (10 500), the Americans (10 300), Swedes (9 200) and the Pakistanis (7 000).

Over 57 % of the foreign citizens were in the age group of 20-49. The percentage for this age group on a national basis is 39.

Most of the foreign citizens live in the Oslo, Akershus and Rogaland areas.

11. National Report of Soviet Union
Foreign Workers in Western Europe:
Evolution of Economic and Legal Conditions
by S.V. Mikhailov, Institute of International
Working Class Movement, The USSR Academy
of Sciences

As it was quite correctly noted in the paper "The Role of Information in the Realization of the Human Rights of Migrant Workers" prepared by the Tampere university, the policy in the field of information could not be considered out of context of the general socio-economic background.¹⁾ It is all the more true when applied to the present-day situation as the very socio-economic situation i.e. the situation in the labour markets of West-European countries has undergone significant changes. At present it cannot be compared with the situation existing only a few years ago to say nothing of 1950-s and 1960-s.

That is why in this paper, which is based on the studies conducted by the Institute of International Labour Movement of the USSR Academy of Sciences, we would like to single out three main aspects:

- firstly, and this is the chief consideration, the progressively growing changes in the correlation of labour force supply and demand in the countries of Western Europe at present and in the foreseeable future. This factor is, in our opinion, the key one in relation to the entire complex of problems linked with foreign workers.
- secondly, the progressively growing changes in the legal standing of foreign workers. Trends in this sphere are inseparably linked with the growth of tensions in labour markets.
- and finally, thirdly, the role played by mass media in developing or undermining the stereotypes of public opinion in the countries importing labour force in relation to foreign workers in the new, extremely more complicated situation.

It is a well-known fact that by the beginning of 1970-s the number of foreign workers in Western Europe (particularly in such countries as Britain, West Germany, France, Switzerland)

1) Taisto Hujanen. The Role of Information in the Realization of the Human Rights of Migrant Workers. The Framework and Outline for an International Research Project. Tampere, 1980, p. 14.

exceeded 10 million. The actual number of migrant workers was considerably greater because the statistical data did not take into account their dependents as well as illegal entrants. The immigrant workers accounted for not less than 6,5 % of labour force in Britain, 7-8 % in France, 10 % in the Federal Republic of Germany, 30 % (and if we take into account industrial workers - over 40 %) in Switzerland.¹⁾

This phenomenon began to emerge in 1950-s. That was a period of relatively complete employment in the major Western European countries and the development of economy required that the labour force deficit in some spheres of economy be overcome. The shortage of labour force was felt, first and foremost, in the branches where workers had to be employed in night shifts, hot shops etc. or when the work was unattractive, menial or low paid, and local workers were reluctant to do it.

During the entire post-war period the dynamics of employment was characterized by the development of scientific-technological revolution. In its very essence the latter contributed, first and foremost, to the acceleration of the growth of labour productivity and the efficiency of production thus resulting in significant savings in living labour. Still, the first few decades of the developing scientific-technological revolution can be characterized as the period of extensive development of labour resources caused by the re-structuring of economy and rapid expansion of the services sphere. Falling employment in some industrial branches was compensated by expanding employment in others; there was a positive balance between the number of liquidated jobs and new ones. In addition, there emerged a great number of new jobs in construction, trade, in various sectors of services sphere, in education etc. In all branches without exception, even in those where the number of jobs decreased, the share of such categories of hired workers as office employees, technical and engineering personnel etc. grew.

1) Discrimination and Disadvantage in Employment: the Experience of Black Workers. A Reader edited by P. Braham, E. Rhodes and M. Peran. London, 1981, p. 48.

During this period labour force requirements were so great that they could not be satisfied either at the expense of new workers coming to the labour markets (and their number was smaller than usual due to the demographic consequences of the war) or at the expense of releasing labour force in a number of economic branches (mining, metallurgical, light industry etc.). Under the circumstances many private and state-owned companies considered as the simplest solution to turn to external sources of labour force - to recruiting foreign workers.

Mass influx of cheap labour from the countries with "excessive" population (first of all from the countries with agrarian overpopulation) from the very beginning opened up new prospects of exploitation on the part of employers. Thus, they resorted to wide variety of direct and indirect forms of discrimination of foreign workers in relation to their wages, working hours, social security etc. which is made easy by the fact that migrant workers have insufficient knowledge of their rights, have no close links with the trade unions of receiving countries.

And still the above period was objectively most favourable from the point of view of realization of migrant workers' rights. The favourable conjuncture at labour markets opened up some opportunities (though, naturally, limited by the conditions of capitalist social relations) for waging struggle in such spheres as socio-economic situation, education, preservation of cultural and linguistic traditions. Practically everything won by the foreign workers and for them (for instance, in relation to the FRG an opportunity to invite the workers' families) was achieved during those years.

By the beginning of 1980-s the employment situation in Western Europe as in the capitalist world as a whole has undergone radical changes. The analysis of changes in the labour markets of West-European countries enables us to assume that at present it is not simply a fluctuation of a scope larger than usual. At the basis of the present correlation of employment and unemployment lie not conjunctural but deep-rooted processes. The main cause of the rapid growth of unemployment which we

witness at present was not a regular crisis of capitalist economy as such but rather the consequences of the accumulation of new phenomena reflecting the mass-scale introduction of new technology, which began manifest themselves in the depths of capitalist economy. And the cyclic crisis which struck the capitalist world in 1970-s only speeded up the realization of newest achievements of scientific-technological revolution. The capitalist form of the perception of scientific-technological achievements naturally results in the destruction of employment, in the negative consequences for millions of working people (both for migrants and local workers).

There is no need, in the format of the present paper, to dwell on the specific features of the new stage of scientific-technological revolution which is called in the West "micro-electronic revolution".¹⁾ Suffice it to say that while the early forms of automation mostly slowed down the further growth of employment in industry, at present the above processes, having acquired such a powerful booster as microelectronics, began to present a real threat to millions already existing jobs.

The specificity of the contemporary stage of scientific-technological revolution in the Western countries is not only its particularly destructive influence on employment, but also the fact that it goes far beyond the framework of industry. The means of automation, based on the introduction of microelectronics, differ from all previously existing from the technological, economic and other points of view because their application is possible almost anywhere. Moreover, some branches of non-material production turn out to be susceptible of their influence to a very large degree. That is why the restructuring of the production cycle in accordance with the requirements of the newest technology can be implemented extremely rapidly. The scope of the influence of technological restructuring continues to grow, intertwine with and are strengthened by other factors (for instance, competition struggle and the defeats of some countries

1) A number of studies have already been published on this subject. Among Soviet studies of particular interest is the book "Technological Shifts, Hired Labour and Working Class Movement: New Trends in the Sphere of Employment". Moscow, 1983.

during it, crisis phenomena, cuts in social programmes etc.), and it becomes increasingly more difficult to contain the process of liquidation of jobs by means of compensatory character.

As it should be expected, among the first victims of the new situation in labour markets were foreign workers. Similar precedents used to happen in the past as well. For instance, during the slump in 1966-1967 in the FRG, approximately 400 thousand foreign workers were sacked and sent from the country. But at present the pressure on that part of labour force which is represented by foreign workers acquires a constant character.

In step with changes of economic conjuncture went the evolution of legislation in relation to migrant workers. It goes without saying that immigration laws and corresponding administrative practices in each of the countries importing labour force had, in addition to general features also their own specific forms and methods aimed at regulating the influx of immigrant workers and the conditions of providing them with work. Nevertheless, the trends which became apparent during the last few years in these spheres can be observed everywhere. For instance, new legislation in West Germany prohibits the immigration of the families of foreign workers, the deportation of their children who came of age, puts limitations on marriages between West German citizens and foreigners. The rules for granting political asylum are being reconsidered.

In Britain limitations on the number of migrant workers entering the country are consistently introduced from 1962. The apotheosis of legislation in the above sphere has become the Act on British citizenship which came into effect on January 1, 1983. This law does not only effectively prohibited entering the country for migrant workers but also put limitations on simple visits by the holders of British passports residing in Britain's dependencies (as it is known, in the past the recruitment of labour for British economy took place both there and in some non-white countries of the Commonwealth). Moreover, at present, as "The Economist" notes, contrary to seven hundred years' old tradition, the children born on the

territory of Britain would not automatically become British subjects.¹⁾ Restrictive measures are being also taken in France and Switzerland. All this is nothing else but attempts to shift a part of economic difficulties to other countries, to export unemployment to the countries where it already represents a serious problem. It is estimated that by 2000 the countries of the "third world" would require 625 million additional jobs for a more or less satisfactory solution of the problem of employment.²⁾

Thus relatively free and mass migration flows between countries importing labour force and countries exporting it have become a thing of the past. Even the opportunities for employment are catastrophically shrinking everywhere.

That is why in the framework of this conference it would be, perhaps, more to the point not to speak about migrant workers but rather about the protection of the rights of immigrant workers residing in various countries on practically a permanent basis. A particular attention should be given to the fact that there has emerged an entire generation of the children of immigrants for whom the country of their residence represents a semblance of their motherland.

At present the numerical strength of the immigrant community in Britain exceeds 2 million people. Of that number over 1 million are those who were either born there or arrived in Britain at a tender age. The socialisation of the young generation was preceeding under the influence, and sometimes conflicting, of the two different cultures - on the one hand, that of their families and of the local community, and on the other - of the broader non-ethnic milieu. As a result the young generation found themselves outside both cultures, marginal in relation to them.³⁾

1) The Economist, January 8, 1983, p. 20

2) Microelectronics and Society. For Better or for Worse. A Report to the Club of Rome. Ed. by G. Friedrichs and A. Schaff. Oxford, 1982, p. 219.

3) See: S.V. Mikhailov. "Social Outlook of the Contemporary British Working Class. Its Structure, Sources of Reinforcement, Political Behaviour." Moscow, 1981, p.p. 152-180.

In contrast to their parents the young people usually do not consider Britain to be their temporary residence.

Of considerable significance is the tendency towards a gradual overcoming, by the immigrants of the second generation, of the feeling of internal alienation which was so characteristic of the entire ethnic community. While their parents (from India, Pakistan, Bangladesh, East Africa, West Indies etc.) having come to Britain quite often even less in common with the representatives of other ethnic communities than with the British, the specific features of the socialization of their children, the entire complex of their own social experience gradually result in the erosion of dividing lines between individual communities. On the one hand, they either did not know at all or forget the motherland of the parents. On the other, they have always been reminded that they were not real Britons, one hundred percent citizens of that country. All this contributed to the consolidation of micro-communities into larger agglomerations. Thus, by the end of 1970-s - the beginning of 1980-s it has become possible even to speak about the emergence of a kind of a dialect belonging to the West Indian community on the basis of the Jamaican dialect and traditional London cockney.

Not entirely identical, but in general similar situation can be observed also in other countries which used to import foreign labour. Almost everywhere immigrant workers concentrate in a limited number of geographical regions, in some regions of cities, over-represented in certain branches and among some professional groups. Thus we witness, on the one hand, the emergence of permanent communities, and on the other, a continued isolation from the majority of local population.

In many respects the conditions for getting rid of barriers separating migrants and local workers have become worse in 1980-s. In the past these two categories, as a rule, did not compete, even in the framework of one enterprise where they work, in respect to employment. The present level of unemployment, without any hope of improvement in the future, makes many

Britons, West Germans, French etc. agree to any work however unpalatable and poorly paid. But even such jobs are hard to come by at present.

The propaganda activities of nationalist groups in West-European countries can potentially find now a broader response among population than in the past. In addition, nationalist feelings often combine with racial prejudices, because a significant part of foreign workers (Turkish - West Germany, Algerian - in France, West-Indian and Indo-Pakistani - in Britain) ethnically differ from local population.

Some time back the UNESCO stated that mass media played a decisive role both in inflaming and in smoothing over national and racial conflicts.

In this respect Western researchers of the influence of mass media over the moods of the population are of different views. Some of them come to the conclusion that it is impossible, or, at the very least, extremely difficult to exert a perceptible influence over public opinion. The supporters of this opinion think that there is no proof that racist interpretation of events resulted in a dramatic increase of racism among the audience, and the other way round.¹⁾

A considerable number of researchers consider press, radio and television as a significant force, and this position seems to be closer to reality. But the trouble is that mass media in the countries with an appreciable stratum of immigrant workers objectively contribute rather to inflaming and supporting racial and nationalist stereotypes than to their elimination.

A characteristic feature of the majority of information about immigrant workers consists of increased attention to negative aspects, to various conflicting situations linked with them. In this respect mass media, as Peter Braham figuratively put it, are like a beam of searchlight, which illuminates certain places and leaves the rest in the shade.²⁾

1) Howitt D. The Mass Media and Social Problems. Oxford, 1982, p. 67.

2) Culture, Society and the Media. Ed. by M. Gurevitch, T. Benneth, J. Curran and S. Woollacott. London, 1982, p. 270.

Emphasizing the events, illuminating tensions in relations, a significant part of mass media leave in the background the causal factors stimulating these tensions (shortage of jobs, lodging etc.). Buried in oblivion are also such circumstances that the migration processes were stimulated and welcomed by the countries importing foreign labour themselves, that many of the immigrant workers were employed in the corresponding countries a considerable part of their lives and made a weighty contribution to their economic development.

It should be emphasized in conclusion once again that the present trends in the sphere of employment and a new situation in the labour markets of West-European countries determined by these trends put an end to mass flows of labour force from some countries to others.¹⁾ Nevertheless, there still exist in the countries formerly importing labour force significant strata of immigrant workers who settled there. In the foreseeable future this group of population will remain one of the most socially vulnerable, discriminated against, marginal in relation to the major part of society. The objective study of the position and the needs of this part of society deprived of many basic rights, its attitude towards the local population and of the local population towards it seems to be an urgent necessity during the next few years. It should be taken into account that there we deal with a rapidly changing phenomenon the main features of which are being determined to an increasingly growing degree by the younger generation. It should also be kept in mind that the discarding of workers (both local and immigrant) from production will continue which will aggravate the social situation in the above-mentioned countries. That is why mass media bear a great responsibility because the way they illuminate inter-racial and international relations can significantly influence socio-psychological climate.

1) Some individual resumptions of migrant flows do not change the general picture. For instance, during the last few years in Italy which was traditionally considered the country exporting labour force, settled close to a million of migrants (a significant share of them originated from former Italian colonies).

12. National Report of Spain
by Pablo López Blanco, Special Adviser,
Instituto Español de Emigración

I OBJECTIVES OF THE POLICIES OF EMIGRATION

1. Introduction

Emigration is not an univalent-term; in the last term emigration makes the dream of the world's citizen come true: "The destruction of space frontiers just by means of an unreachabe wanderlust", by the need of expanding social horizons or by economical pressure.

For more than one century, history of Mediterranean countries tells us of the endless moving about of people and culture. Everything that kept people at home such as fertile lands (always scarce in the Mediterranean area, impoverished more and more by the tree felling, the lack of minig resources, devastating invasions etc.), has led to an exodus soon converted into a pathologic process for all these nations.

Spain incorporates itself late to the great human flow from Europe towards America, which started around 1.820.

Until 1.851-55, the Mediterranean countries don't appear in statistics but from this moment, Spanish emigration becomes the most characteristic demographic factor of the moment. The following frightening mere fact proves it: "In only 33 years, from 1.882 to 1.914, Spain loses in such manner nearly 1.000.000 of nationals, that is to say 1/3 of the national increase" This overseas emigration will penetrate deeply into the social tissue of Spain. Popular fantasy builds up the myth of the "Indiano" (person returning triumphantly from the Indies); mainly living in the northern provinces of Spain, leaves behind him a legendary trail. This legend has imbued the summits of the literature of that time. The "Indiano" has taken the chief role in literary master pieces, such as "El voto" by Pardo Bazan; "La mujer de Lugo" by Palladares; "Yormento, y el amigo manso" by Perez Galdós; "Nada menos que todo un Hombre" by Unamuno...

After a time of splendour, that lasted until the beginning of the World War I, comes what we could call the fading of the

American emigration, meaning, nowadays, the actual not existence of departures to the new continent. Nevertheless as of the sixties, emigration to Europe takes the leading place. This last type of emigration is going to take form as a macroeconomic planning work, that finds its origin in the promulgation of the Decreto Ley dated the 22nd of July of 1.959, that impels a big amount of regulations tending to clear up the Spanish economy; Intensification of foreign relations and the end of the Autarchy, abolition of the oppressive intervention, eradication of inflation by prohibiting new issue of the public debt and finally by accepting the international rules in economical matters.

To make a succes of the stabilization plan, it was essential to stop it from being blockaded due to unemployment rates as it happened, at the time, in Argentina and Chile, which also undertook the realization of similar plans. The emigration to Europe works as a security valve against unemployment, without which development would not have been possible. From 1.960 to 1.973, a total of 1.924.000 emigrants left the country with an annual rate of 137.486 persons; this has led M. Drain, the economist, to point out that emigration has been one of the three instruments, together with the tourist sector trade and foreign invest, of Spanish development. The importance of the migration movements in our country has been very decisive, there being still today, nearly three million Spanish emigrants living abroad.

2. Emigration Policy

The different governmental attitudes of the State about the migratory movements in Spain, have gone through very different stages. At first, the State attitude before the flight of its sons, was of misstrust and suspicion. A pragmatic law promulgated on February the 10th, 1.623 obstructed Felipe IV subjects from leaving their own country under severe punishments. Some time later, in the XVIII century wise reformists cried out against depopulation, attributing ruin and decay of the states to it, and helping in the maintenance of such prohibition.

With the arrival of the liberals and their century, the recognition of emigration freedom was obtained. First of all in a underhanded manner, the foreseen punishments were drawn up as it happened in the Constitution of Cadiz in 1.812 (article 304) and in those of 1.837 and 1.854 (article 10 in both). Later on the democratic Constitution of 1.869 did it openly.

In the meantime, a series of steps were taken under the term of special legislation, they were after two main objectives: to minimize the bureaucratic work, making the departure easier and to smooth the sharpest edges of some cases of flagrant injustice, as were the fraudes of some shipping agents.

When the 60's avalanche started the emigration policy experimented a real copernic turn. The nineteenth-century emigration freedom, formal and empty in contents, objected to what had been advocated by a protective State, bent on making the practice of an essential right, which would offer them many economical benefits, easier for their citizens. The State, in order to meet such a big need, created a public corporation, The Instituto Espanol de Emigración (1.956), organism commissioned, in a mode of administrative decentralization, to protect and help the emigrant totally, acting as a civil protector.

Soon after, the State created a new concept, assisted emigration, decisive to be able to understand the emigration instrument of guided harnessing, under the law of Bases de Ordenación de la Emigración from 1.960, for the performance of the emigration policy according to the guidelines of the work order in full employment system. With these perspectives, a full group of provisions of all kinds and sources was published to culminate in the Ley de Emigración (Emigration Law) of 1.971. This norm considers that the State action can't be exclusively limited to the proclamation of the right to emigrate, but also it must include the enlargement of the range of possibilities needed for the practice of this right, by and through the plans and operations created to help those intending to work in other countries.

Apart from what has been said, the general principles which motivate this law are shaped in the disclosure of reasons for the same, which are as follows:

- Planning of the migratory movements through plans, operations and programs established in relation with the macro-economical agents' needs.
- Assistance to the emigrants to prevent them from weakening the links with their own country.
- Economical concept of the migratory movements.
- International aspects.

The legislation of emigration can't be left disconnected and detached from the norms, clauses and stipulations included in the international covenants, to harmonize, through them, the emigrants' own rights.

In 1973, when the labor fronties in Europe were closed up, there was a certain change of direction in the Spanish Policies of Emigration by abandoning the intention to continue with elaboration of plans, operations and programs opting instead for an improvement of the emigrants' protection abroad. This tendency was consolidated by the Constitution of 1978. Article 42 of the above Constitution was to protect the economical and social rights of the emigrants, directing its policy towards their return without comparison in comparative law. Likewise, given the peculiar situation of the emigrants in the social context, the main objective of the entire emigration policy has to be the elimination of the obstacles that make their real equality-political, economic, cultural and social - with the rest of the Spanish people impossible. Article 9.2 of the Spanish Constitution seems to recognize this according to which "the public powers have the responsibility of promoting conditions so that the conditions for the freedom and equality of the individual and of the groups of which he forms part are real and effective" and in order to prevent this commitment from remaining as a simple programmatic statement (Loewenstein), the government likewise commits itself to eliminate the obstacles that impede or hamper

their plenitude and to facilitate the participation of all citizens in political, economical, cultural and social life (article 9.2).

There is no doubt that up until the present time emigrants, as citizens, have been deprived of their inalienable right to participate in public matters through voting. As workers abroad they have found themselves helpless and defenseless in the face of the systematic non-compliance of many of the bilateral covenants signed by Spain. As Spaniards who return, their situation is still dramatic, their reinsertion in the Spanish society is full of obstacles that are very difficult for them to overcome: In short, we could agree paraphrasing Haurou that "emigrants are the real victims of the existing order".

The new Spanish government arising from the elections of the 28th of October 1982 has taken all the interest to develop a migratory policy to meet all what the constitution establishes. The removal of the obstacles that hamper the effective equality of the emigrants with the rest of its fellow countrymen and the indispensable protection of their rights are hence converted into the centers around which the action of the Government revolves. To this respect some of the most important objectives of the new emigration policy of the Spanish government may be outlined as follows:

1. Foment the rights and public liberties of the emigrants through voting. To preserve the nationality and maintenance of cultural and social links with their own country; improvement of the census of residents which are away from home; development of the law 51/52 of July the 13th in respect to strengthen the labor offices, Casas de Espana and social and cultural centers to offer a better assistance to the emigrants. Reform of the civil code so those emigrants who lost their nationality by emigrating could keep it.
2. To establish a new unitarian and strong international policy to protect the emigrant's rights through the subscription and recognition of the bi- and multilateral covenants. To control and require its fulfillment; to

likewise promote cooperation and coordinated action of the foreign services, in accordance with what the multilateral covenants provide for; to press for the integration in those interstate bodies that pursue the improvement of the emigrants living conditions; and to handle the signing of a temporary agreement with the European Economic Community until Spain becomes a member.

3. Deep reorganization of the several government organism dealing with emigration matters, spread in different ministerial departaments and whose action needs to be coordinated by a governing body.
4. Institutional participation of the emigrants themselves in the resolution and negotiation of this policy through the promotion of representative organisms established in order to sensitize the government with matters affecting them, National Emigration Council, Emigration Bodies (Consular), or Educational Promotion Board.
5. Legal recognition of the individual right to return with appropriate conditions, especially concerning employment, pensions, medical care, saving facilities, housing, subsidies, schooling, associations, etc., from the moment they arrive.
6. Strong assistance work covering the entire emigration process to prevent undercover emigration and to deal with other problems arising especially such as bilingual education, family, second generation, special situation of women, military service, transport, seasonal emigration and social security.
7. Promotion of social cooperation with those countries (mainly Latin American Countries) in need of skilled labor to impel their own development, helping to relieve the pressure of the Spanish labor market. The new tendency is to look at the emigrant as something more than a mere worker. In this concept only his role as "homo economicus" stood out, that of a mere factor of production, which has determined that legal relations in which he has found himself have only been study from the point of view of labor and that the range of his protection was only in the area of Labor Law.

Nevertheless, from a point of view of overcoming this concept, emigrants are above all citizens, whose public liberties must be considered as real subjective rights with specific peculiarities, according to Jellinek's terminology, they appear as "status positivus" or liberties of participation, such as the right to vote.

Therefore, the government's commitment does not only involve the labor area, but rather it transcends it by means of fulfilling its obligation to change the existing social structures in order to eliminate the injustice emigrant workers suffer from.

II STEPS TAKEN BY THE SPANISH GOVERNMENT TO MAINTAIN CONTACT WITH EMIGRANTS ABROAD

The State has the responsibility to protect every person emigrating for any reason, but especially if the reason is an economic one. In the Law 33/1971 of Emigration, it establishes the right to emigrate, specific actions in favor of the emigrants, information, advise, preparation, organization and help for the move, reception and social and legal assistance in the country of employment. The Instituto Español de Emigración in collaboration with the Ministry of Foreign Affairs is responsible for the good performance of all the above mentioned.

The Law 33/1971 embraces to all Spanish persons moving to foreign countries due to work, profession or lucrative activity, when in their practice they might have to observe labor or social security provisions in force in the country of employment or in Spain; the emigrant's relatives dependent on them and all Spanish persons and each one of them, individually considered as a permanent or temporary resident or established in a foreign country due to the aforesaid reasons.

The informing principles of the social assistance to emigrants abroad are as follows:

- To consider equally in all respects the emigrant and the Spanish worker.
- To protect the maintenance of family unity.
- To seek that the fact of emigration will not damage civil rights or economic security of the emigrant.
- To determine and assure all the legal and social concitions of the emigrants abroad in the International Agreements.
- To provide with everything needed to grant equality or assimilation of labor and social security rights, with the nationals of the country of employment.
- This social activity pretends to keep a continuous and direct contact with the emigrants abroad and follows two different lines.
 - . individual assistance: Different acitivies to benefit directly the emigrant worker considered individually and his family abroad. These activities may solve all types of problems at times economic ones, subsidies and aid, health problems, such as matters not included in the Social Security services, information, handling different matters, defense of his rights and advice, for emigrants.
 - . collective assistance: Government assistance through the Spanish Emigration Institute is structured in the Aid Plans that consist of keeping in the budget of social investments that the Institute establishes, specific items whose purpose is to distribute collective aid to the emigrants' associations, through the bodies in which they themselves are represented and which are called Consular Boards.

The assistance services abroad are determinated by the Emigration Law itself.

1. The article 26 of the Emigration Law points out that the Instituto Español de Emigración will be responsible for the assistance to the emigrant through the Labor Attache, commissioned by the Instituto Español de Emigración, with direct dependence of the Head of the Diplomatic Mission, to offer the due assistance to the emigrant, collaborate with the Consular Representations in the repatriation of those who need it, to be in contact with the competent organisms of each country and cooperate keeping in touch with the Spanish Emigrants' Associations.

To carry out their work there are bodies depending directly on the attache offices, called Labor Offices. Although in the International Covenants it is agreed equal treatment, the fact is that labor relations originate difficulties not always easy to solve. Because of this the State must give the necessary protection to the emigrants in the country of employment. The Agregadurias and Oficinas Laborales (Labor Offices) have been created for this purpose.

Spain has Agregadurias Laborales in Europe (9), France, United Kingdom, Federal Republic of Germany, Switzerland, Belgium, Holland and Italy, a Labor attache before the E.E.C.; it also has 24 Labor Offices in Germany, 5 in Belgium, 14 in France, 6 in Holland, 1 in Luxembourg, 6 in the United Kingdom, 2 in Sweden and 11 in Switzerland.

Through the rest of the world, Spain has the following Labor Attache Offices: Argentina, Canada, Brasil (2 offices), Chile, U.S.A., Mexico, Peru and Venezuela. Finally there is also one in Marocco.

2. The article 28 of the Emigration Law, points out that the Instituto Español de Emigración, when so required and in collaboration with the Ministry of Foreign Affairs, will create the Casas de España, with special regulation for their financing, statutes and organization.

The Casas de España can be considered as Centers of social and assistance nature of the Instituto Español de Emigración. The main objectives are to foment the living together of the Spanish persons in the country of employment, to keep alive their links with the country of origin and to assist the emigrants when they begin to work as well as during their entire stay.

Presently, the Spanish State has the following Casas de España.

EUROPE

GERMANY: Bonn
Frankfurt
Gutersloh
Hannover
Munich

DENMARK: Copenhagen

FRANCE: Paris

HOLLAND: Utrecht

NORWAY: Oslo

BELGIUM: Brussels
Leija
Amberes

ENGLAND: London

SWITZERLAND: Zurich

AMERICA

ARGENTINA: Buenos Aires

BOLIVIA: Santa Cruz de la Sierra

COLOMBIA: Cartagena de Indias

ECUADOR: Quito

PARAGUAY: Asunción

PERU: Lima

U.S.A.: New York

3. Article 29 of the Emigration Law impels the Instituto Español de Emigración to foment and periodically hold conventions in Spain of Spanish Emigrants. Recently the 1st. Democratic Congress of Spanish Emigrant Workers in Europe was held in Mallorca on the 28th of June 1982, in which several motions were studied, one of them concerning the emigration policy of the countries of employment; educational problems; culture; young people; Spanish State emigration policy; Spanish assistance policy abroad, emigrants' associations and the new configuration of the Emigration Law.

4. Article 30 of the Emigration Law points out that the Instituto Español de Emigración will foment the foundation of centers and associations to provide volunteer social welfare and cultural assistance to their members, apart from many other activities such as sports, amusement and social relations' development among Spanish emigrants. These centers and associations constituted by emigrants in accordance with the legislation in the country of employment, registered in the corresponding Spanish Consular Representation, will have the faculty to establish relations with the Instituto Español de Emigración and cooperate with the services of the same in accordance with the respective Diplomatic

Representations of the Nation. There will be particular interest in the Latin American Countries. There are at the moment, approximately 1.695 associations of emigrants with which the Instituto Español de Emigración keeps permanent contact through the Participation Service, commissioned to perform all the mentioned activities with the cooperation and promotion of the associations, federations, confederations and other communities of Spanish persons abroad as well as informing of the applications for communal help which be negotiated and carried forward by the Director General of the Instituto Español de Emigración.

5. Educational Action. Once the primary problems were solved the emigrated families started to be deeply concerned with education. The Instituto Español de Emigración offers the first stage of education to the emigrant's children, lately the Ministry of Education together with the Ministry of Labor regularize and systematize it as from the Agreement of 28th of July 1969 with the foundation of a coordinator organ to provide the emigrant with a good educative level to help them to live in the society in which they have to move, and on the other hand allow them to be constantly in touch with the culture of their own country.

Likewise the educational problems of the emigrant's children and relatives are extremely important and there are two ways to solve them: a) establish a system of Spanish schools where the students receive a complete Spanish education, which would possibly lead to their isolation and the creation of ghettos, or b) to facilitate, by means of complementary education, a system of integrated complementary schools that provide the students with the Official Spanish Scolastic Book, and at the same time permit them to be integrated in the Spanish and foreign educational systems. Obviously the latter has been chosen through a foreign body, called Education Attaché Offices for Emigration, which are directly responsible for the organizing and operating of the classes, centers and educational services and that depend on the Embassy of the country in question and that collaborate closely with the Consulates and Labor Attaché Offices.

This policy has led to the creation of many schools in different countries, 221 in Germany, 1 in Algeria, 57 in Belgium, 4 in Colombia, 1 in Denmark, 4 in Luxembourg, 1 in Portugal, 2 in Sweden, 74 in Switzerland, educative programs by correspondence courses and other schools founded and subsidized by the Instituto Español de Emigración, where the education is complemented by the culture of the country of adoption and which are located in Paris, Lyon and London.

6. Information Policy. Article 25 of the Emigration Law points out that the State assistance to the emigrant will include the foundation and maintenance of services such as: "3. Information, orientation and negotiation in relation with the stay and establishment in the country of employment". This information is distributed by means of press bodies specifically directed towards emigrants, dependent either on the Spanish Emigration Institute such as a monthly magazine called "Carta de España" with an approximated number of 25.000 issues published and sent out to all places where Spanish colonies exist, or else dependent on the Saving Bank Confederation a weekly paper called "La Región", distributed among all the Spanish emigrants.

Brouchers and specific guidebooks of each country have also been distributed to help emigrants to a better integration in each adopted society. Now the Instituto Español de Emigración has committed itself in a new information policy including the following levels:

1. Publishing level with brouchers in a triptych form, graphically illustrated, and addressed to the emigrant in general, giving a series of practical advice about a certain subject.

2. A second informative level will be dedicated to the publication of more extensive brouchers with exhaustive explanation on certain subjects of the legislation in force, such as, return, emigrant housing, saving accounts, etc., and will be addressed mainly to centers like associations and bodies depending on the Instituto Español de Emigración.

3. And finally a level that could be denominated as a technical one, consisting of several publications made by researchers and sociologists who handle all kind of subjects concerning emigration. The publication of monographic reports under the title of "Síntesis 83" seeks to bring research material about specific problems up-to-date; likewise, there is a definite intention to create a Spanish Emigration Magazine, as a means for all those bodies, researchers and other agencies that deal with migratory movements from an eminently technical point of view.

Likewise, the Spanish Emigration Institute will continue its policy of offering legal type collections which summarize all the Regulations that appear concerning this matter.

In short, the steps that have been taken for the purpose of keeping in touch with the emigrants abroad, are very ample, whose ultimate purpose is nothing more than the fulfillment of what is provided for in article 42 of the Constitution, which commissions the Government to especially care for the protection of the economic and social rights of the Spanish workers abroad.

ITEM 2

The research and work done in our country with respect to the information to emigrants, can be summarized in the following aspects:

- Institutional Action. The Instituto Español de Emigración as a self-governing body dependent on the Ministry of Labor, is the body that carries out the Government's emigration policy. The Instituto Español de Emigración informs the emigrants through a specific department that gives information in general to the emigrant workers abroad and on their return to Spain. This organ is denominated Gabinete Técnico (Technical Office) of the Instituto Español de Emigración, directly dependent on the Directorate General, there are also two Press Bureaus; their role is to be mediators between the Instituto Español de Emigración and the social communications media.

The activity of the Institute since 1956 until today has been and is the publication of magazines and papers like "Carta de España" founded in 1960 and distributed to 57 countries and the weekly magazine called "7 Fechas" distributed all over Europe. The Instituto Español de Emigración has also made several publications directly addressed to the emigrant workers, amongst them, we can quote; La nueva emigración a Iberoamerica (New emigration to Latin America), El ambito personal del Derecho de la emigración (The personal scope of Emigration Law), Emigración y Justicia Social (Emigration and Social Justice), Legislación Española de Emigración (Spanish Emigration Legislation), Panorama de la Emigración (General View of Emigration), Informative guidebooks published in Germany, France, Switzerland, Canada, United Kingdom, etc., publications by several researchers on information on the emigration like the book Documentación e Información en la Emigración by D. Juan Testa, published by the Spanish Emigration Institute, as well as La Información de los Emigrantes by D. Luis Alfonso Martínez Cochero, a lecture given before the "CIME". As far as D. Juan Testa's publication is concerned it includes studies on information as the basic element for protecting the emigrant, information through the Spanish Emigration Institute, mass media, Spanish centers and business and union information, and information and return. The theory he defends basically is that without information and knowledge of the social and labor conditions in which they are going to carry out their activity, as well as the possibilities to return, for the emigrant, an effective policy of the rights of the emigrants can't be carried out.

ITEM 3

Bibliography

The specific subject of information for emigrants has not provided our country with a big bibliography. For this reason we state a general bibliography in which partial aspects of the subject of information to emigrants is dealt with.

ITEM 4

The national project proposed is the following: The role of the information in the performance of the cultural rights of the emigrant workers. Article 27 of the Human Rights Declaration points out that every person has the right to take part in the cultural life of the community, to enjoy the arts and participate in the scientific progress and all benefits produced by it. The Spanish Constitution by the article 44, item 1, points out that the public powers will promote and support the easy access to the culture since they all have the right to it, and all the official bodies protect the emigrants and will foment and create the best ways to achieve it. Other main objective would be to promote all kind of activities to preserve the cultural identity of the emigrants.

Therefore, the official bodies are commissioned with the task of protecting emigrants, arranging and fomenting intellectual and artistic creation and promoting and spreading culture, protecting and fomenting books; promoting and spreading music; protecting fomenting and spreading the creation and the activities of theaters, cinemas, and other shows and finally fomenting, planning and developing physical culture and sports.

The basic problem in the field of cultural promotion of emigrants is the preservation of their cultural identity since said workers are always spanning between two cultures. Therefore, it is the obligation of the country of origin to promote all types of activities whose purpose is to preserve the said identity. Information in the cultural aspect is of vital importance and in certain aspects it is mistaken for the activity itself that is sought.

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ASSISTED SPANISH MIGRATION TO NON-EUROPEAN COUNTRIES: BY RECIPIENT COUNTRIES 1962-1981

Source: Instituto Español de Emigración

YEAR	ARGENTINA	BRASIL	CHILE	MEXICO	URUGUAY	VENEZUELA	AUSTRALIA	TOTAL .
1962	10.104	5.757	354	500	2.252	11.068	4.230	36.181
1963	6.052	3.284	294	554	2.510	9.774	1.436	25.852
1964	5.811	1.865	282	451	1.326	12.120	339	24.257
1965	932	482	148	383	219	5.531	357	10.221
1966	1.880	633	152	436	203	4.713	660	11.568
1967	1.384	702	203	467	208	4.295	367	10.541
1968	1.581	975	190	466	193	4.108	880	11.423
1969	1.767	871	221	522	220	3.722	1.165	11.365
1970	658	356	105	551	85	3.010	884	7.881
1971	627	278	89	449	57	2.756	1.127	7.282
1972	308	853	55	478	46	2.220	687	6.009
1973	135	229	75	427	26	1.291	1.059	5.056
1974	178	146	70	404	24	1.139	1.122	4.586
1975	157	189	47	270	11	1.447	177	3.859
1976	125	195	53	394	8	1.306	146	3.372
1977	102	128	42	277	25	1.474	116	3.186
1978	125	70	56	99	6	1.277	33	3.628
1979	92	69	51	151	12	1.043	23	4.180
1980	98	61	42	24	15	417	172	3.348
1981	383	64	50	62	22	420	850	5.787

* Figures in this column include migration to other unlisted countries.

ASSISTED SPANISH MIGRATION TO EUROPE: BY RECIPIENT COUNTRIES 1960-1981

Source: Instituto Español de Emigración

YEAR	GERMANY	BELGIUM	FRANCE	GREAT BRITAIN	HOLLAND	SWITZERLAND	OTHERS	TOTAL
1960	9.500	-	9.402	-	48	660	-	19.610
1961	29.991	111	23.075	1.206	744	4.070	46	59.243
1962	35.936	1.936	13.416	732	2.584	10.190	542	65.336
1963	35.364	1.570	21.222	1.509	4.172	19.052	839	83.728
1964	45.899	904	20.772	1.194	4.048	28.965	364	102.146
1965	41.114	316	8.446	1.601	2.660	20.145	257	74.539
1966	26.927	131	8.357	1.698	1.602	17.991	89	56.795
1967	3.422	34	6.543	847	551	14.383	131	25.911
1968	23.565	9	25.136	950	1.374	15.609	56	66.699
1969	42.778	49	32.008	941	4.308	20.664	92	100.840
1970	40.658	26	22.727	885	6.373	26.777	211	97.657
1971	30.317	42	24.266	1.087	5.922	51.751	317	113.702
1972	23.271	6	22.114	758	2.089	55.711	185	104.134
1973	27.919	22	11.631	464	2.591	53.284	177	96.085
1974	245	4	5.601	319	2.338	42.029	159	50.695
1975	95	3	1.751	286	394	17.992	97	20.618
1976	30	-	477	171	93	11.244	109	12.124
1977	21	3	597	81	51	10.437	146	11.336
1978	8	-	394	39	12	11.421	119	11.993
1979	5	15	357	17	9	12.540	76	13.019
1980	13	-	297	23	1	13.670	61	14.065
1981	17	-	373	20	1	14.496	156	15.063

13. National Report of Switzerland

by Jean-Pierre Vorlet, Member of the Federal
Commission for Foreign Residents' Affairs
(CFE).
(Translation from French by Alain Fabre)

FOREWORD

While preparing this report, I have had access to the very rich and exceptional documentation of the Federal Commission for Foreign Residents' Affairs. For statistics, I have used the documents already available at the Federal Office for Foreign Residents (OFE) and at the Federal Office for Industry, Engineering and Labour (OFIAMT).

1 STATISTICAL ASPECTS OF IMMIGRATION TO SWITZERLAND - DIMENSIONS AND COMPONENTS

1. Evolution of Switzerland's Alien Population Since 1950

Since the end of the Second World War, the alien population of Switzerland has been steadily increasing, from a ratio of 6,1 % out of total population in 1950, to one of 9,5 % in 1960. In order to cope with this situation, the Federal Council decided in 1962 to limit the number of foreign workers by creating a system of quota of foreign labour per firm. However, this measure proved to be insufficient to stabilize the quota of foreign workers, which represented 16,2 % of total population in 1970.

The Swiss government decided then to resort to a measure of global quota, which applied to all new-comers. In December 1974, the proportion of foreigners out of the total population reached the peak of 16,8 %, but conjuctural collapse suspended this rising trend: from 1975 to 1979, a considerable number of alien workers, owing to insecurity on the labour market, left Switzerland. By the end of 1979, foreign residents made up 14,1 % of total population.

Since the last three years, the tendency has been to increase again, so that today Switzerland - with 14,5 % of its total population being alien residents - has one of the highest quota of foreigners in Europe within its borders.

The following table gives the figures corresponding to the trends mentioned above.

Resident alien population since end of 1959

1959	430 000	1971	999 000
1960	495 000	1972	1 032 000
1961	598 000	1973	1 053 000
1962	687 000	1974	1 065 000
1963	756 000	1975	1 013 000
1964	793 000	1976	959 000
1965	810 000	1977	933 000
1966	845 000	1978	898 000
1967	891 000	1979	884 000
1968	933 000	1980	893 000
1969	972 000	1981	910 000
1970	983 000	1982	926 000

The tables of this chapter are taken from the magazine "La Vie Economique", part 4, published by the Federal Department for Public Economy, Bern, April 1983.

Under the heading "resident population" are included:

- Foreigners that have been granted a permanent residence permit¹⁾ (76 % in 1982)
- Foreigners that have been granted one year residence permit (24,0 % in 1982)

Not included in the figures are:

- Seasonal workers
- Officials working for international organizations
- Applicants for asylum whose cases are still in abeyance.

2. Alien Population of Switzerland, 1982

A. Some general facts

When compared with the preceding year, alien resident population has grown 1,7 % in 1982, reaching the total number of 925 826, that is 14,5 % of total population of the country. The main reasons for such a growth of alien resident population are to be sought in the following facts:

¹⁾ For a definition of "permit", see pages 12-13.

a) The increase of the number of refugees by 6,4 % from preceding year. Today, they number 33 404. Last year, Federal Office of Police granted asylum to 1907 individuals; at the same time, 749 applications were rejected. As 7135 new applications have been registered (against 4226 in 1981), some 8000 cases are presently being studied by the authorities concerned.

Approximately one third of the total number of refugees in Switzerland come from Czechoslovakia; 18 % are Vietnamese, and 15 % Hungarian citizens. 56 % of all refugees carry on remunerated activities.

b) Increase of the number of applications for a change of permit status from seasonal to one-year permit, which is shown on the following table for the period since 1974:

<u>Year</u>	<u>Number of permits</u>	<u>Total number of seasonal workers (end of August)</u>
1974	9 577	151 962
1975	7 890	86 008
1976	9 228	60 698
1977	5 776	67 275
1978	4 071	83 825
1979	3 740	96 212
1980	4 788	109 873
1981	7 377	119 821
1982	8 542	116 012

These applications mostly concerned males (86 %), whose distribution by citizenship was as follows:

Italians	31 %
Yugoslavs	30 %
Spaniards	22 %
Portuguese	15 %

Sectors of building industry (58 %) and hotel trade (21 %) are best represented.

c) Positive migratory balance and birth-increase:
in 1982 a positive migratory balance was recorded (as a difference between in-coming and out-going flow of migrants), and consisted of some 12 000 individuals.

As for birth-increase, it was 8 % higher in 1982 than the preceding year.

B. Special aspects

a) Distribution of alien resident population by nationality.

For several years, a slight imbalance has been noted in favor of far-away countries. Nevertheless, out of the absolute number of foreign residents in Switzerland, 73,1 % come from neighbouring countries (Italy, France, Germany, Austria) and Spain. Italian citizens outnumber the others (44,5 % of foreign residents); next in number are the Spaniards (11 %). The absolute number of Italian, Czechoslovaks, Germans and Austrians is declining; on the other hand, the number of citizens from Yugoslavia, Turkey, Portugal and Spain is growing in Switzerland.

b) Geographical distribution of alien residents in Switzerland. Distribution of foreign residents within three linguistic regions of Switzerland (French, Italian and German speaking regions) is as follows:

<u>Linguistic region</u>	<u>Alien resident population</u>	<u>Ratio between aliens and total population</u>
German Switzerland	585 743 (63,3 %)	12,6 %
French Switzerland	273 307 (29,5 %)	19,0 %
Italian Switzerland	66 776 (7,2 %)	23,8 %

Comments:

- 63 % of the foreign residents in Switzerland are living in German speaking districts, where they make up 12,6 % of the total population.
- 29,5 % of the foreign residents in Switzerland are living in French speaking districts, where they make up 19 % of the total population.
- 7 % of the foreign residents are living in Italian speaking districts where they make up 23,8 % of the total population.

The ratio between foreign residents and total population varies from one canton to the other, depending on the latter's economical and geographical situation. One peculiarity is shown by the canton of Zürich, where the density of German, Italian, Austrian, Yugoslav and Turkish citizens is thickest; on the other hand, the majority of French and a significant number of Spanish citizens are living in the French speaking cantons of Geneva and Vaud.

c) Distribution of alien resident population by sex and age. Out of the 925 826 foreign citizens living in Switzerland in 1982, 507 573 (54,8 %) were males. The distribution is as follows:

Age group	Absolute figures		Ratio in % of	
	Foreigners	Swiss	Foreigners	Swiss
0-19	271 246	1 463 900	29,3	27,0
20-64	612 075	3 117 300	66,1	57,5
65-	42 505	839 800	4,6	15,5
Total	925 826	5 421 000	100,0	100,0

Comments:

- Children and young people up to the age of 19 make up one third of the total alien resident population.
- Persons between 20 and 64 years old make up 2/3 of the total alien resident population.
- Persons aged 65 and more make up only 5 % of the total alien resident population.

The figures for alien active population are particularly large whereas among Swiss-born active population weak points appear for the same age groups. On the other hand, the number of foreigners living on old-age pension is very small. Switzerland's alien population is a typically young one.

d) Distribution of alien active population

At the end of 1982, the ratio of foreigners holding one-year or permanent resident permits was 57 % of the total foreign population. This is, however, the national average,

and does not hold for all cantons, there being local differences. The figures for the whole body of active alien residents in Switzerland was 1,8 % bigger in 1982 than those of the preceding year (647 946 persons). The distribution is as follows:

- Permanent residents	61 %
- Holders of one-year resident permissions	20 %
- Border citizens	17 %
- Seasonal workers	2 %

In connexion with the seasonal workers, it must be mentioned that figures corresponding to them depend a great deal on factors like seasonal and economical fluctuations. Thus, the number of seasonal workers is lowest in December whereas the peak is reached in August. For instance, at the end of December 1982, there were 13 393 seasonal workers in Switzerland against 116 012 at the end of August of the same year. One fifth of the body of foreign workers in Switzerland were working in the canton of Zürich. There are also many alien workers living in the cantons of Geneva (12 %), Tessino (10 %) and Vaud (9 %). In Switzerland, 15 cantons - out of the 26 which make up the Confederation - employ 93 % of the total number of alien workers. The distribution of foreign workers by nationality shows that

42 %	of them are Italian citizens
12 %	" French "
10 %	" Spanish "
10 %	" German "
6 %	" Yugoslav "
4 %	" Austrian "
4 %	" Turkish "
2 %	" Portuguese "

The distribution by sex shows a prevalence of males (65 %). All categories merged, it appears from the distribution of workers by professional groups that mechanical and metallurgical industry employ most of Switzerland's alien manpower (23 %). Next in importance are the branches of trade, banks and insurances (14 %), building industry (11 %), hotel trade (9 %), public

health (7 %), clothing and shoe industry, textile (3 %), transports and communications (3 %) and food industry (3 %).

e) Duration of stay in Switzerland and granted citizenships to the foreign residents.

In the case of foreigners holding a permanent or one-year permits, 14 % of them have been living in the country for a period of 0 to 2,9 years; 6 % of them have been living in the country for a period of 3 to 5,9 years and 80 % of them have been living in the country for a period of 7 years or more.

The Swiss citizenship can be granted on different grounds:

- Ordinary naturalization (the most usual procedure): the foreigner is granted Swiss citizenship through naturalization within a canton and commune. As a rule, an application can only be made when the person concerned has been living in Switzerland for 12 years. For young people and foreigners married to Swiss women, the years of residence are counted double.
- Reintegration applies in the case of women having lost through marriage their former Swiss citizenship.
- Preferential naturalization applies mostly in the case of children of Swiss mothers: before reaching the age of 22, provided they have been living for a minimum of 10 years in Switzerland, these can apply for Swiss citizenship. It must be pointed out, however, that after the coming into force of the new law on Descendence Rights, on the 1st of January 1978, the number of applications for preferential naturalization has decreased.

During the year 1982, 9761 persons were granted Swiss citizenship, 8689 of them according to the ordinary procedure, 436 through reintegration, and 638 through preferential naturalization. In general terms, we can say that while the number of the granted citizenships were steadily growing between 1960 and 1977 the trend

has been downwards since then, and even corroborated lately.

From 1974 to 1977, the ratio between the number of permanent or one-year permission holders and the total number of individuals that had been granted Swiss citizenship fluctuated between 0,8 and 1,5 %. During the three following years, this ratio settled at 1,1 %. In 1981 and 1982, it was reduced respectively to 0,9 % and 1,0 %.

Those who have been granted the Swiss citizenship in 1982 came from 85 different countries. Czechoslovakia was in first position (26 %), then Italy (24 %) and Germany (18 %). These three countries made up more or less 69 % of the total number of granted citizenships.

II THE GOALS OF SWITZERLANDS'S IMMIGRATION POLICY

Since 1970, the main problem faced by the government's immigration policy has been to keep in balance the size of alien resident population. The aim has been to find the best possible ratio of the alien to the local population.

In view of the different forces at work, the problem at issue is to conciliate the six following points:

- a) requirements of general politics
- b) country's capacity of absorption of foreign workers
- c) economic and labour market situation
- d) importance of training and research
- e) possibilities of integration
- f) fostering of good economic and political relations with the neighbouring countries

The juridical apparatus applying to foreign residents rests mainly upon two documents. First, the Federal Law of the 26th of March 1931 concerning foreigners' rights of temporary and permanent residence, and its updating of

the 8th of October 1948, and second, Executive Statutes of the 1st of March 1949. This basis has been in the course of time completed by a number of orders and regulations, the last one being from the 27th of April 1982, which allows new quotas of permissions concerning one-year residence, seasonal work and short-term residence during the 1st of May to the 31th of October 1983.

Five types of permits regulate the juridical status of foreign residents in Switzerland:

1. Seasonal permission, available for a period of up to nine months, and delivered to foreigners working in a sector of economy and in a firm offering seasonal work. Upon application, this permission can be changed to a one-year resident permission if the person concerned has worked in Switzerland during the past 4 years for a total period of 36 months.

2. One-year residence permit, valid for a period of one year, can also be granted upon special conditions. It is not a separate document from the work permit as it is the case in many other countries. After five years of regular residence in Switzerland, the permit is usually renewed for a period of two years. Foreign workers are then granted special rights according to agreements passed with Italy and the Organization for European Economic Cooperation (OEEC). Moreover, after a stay of 15 months¹⁾ the migrant's family is allowed to join him in Switzerland.

3. Permanent residence permit puts the foreign resident on the equal level with the Swiss workers. Foreigners can then hold independent jobs insofar as these are available to non-Swiss. Permanent resident permit gives its holder unlimited and unconditional residence rights. Most foreign residents in Switzerland are granted a permanent residence permit after a regular and uninterrupted stay of ten years. Citizens from Belgium, Denmark, Finland, France, Great Britain, Ireland, Iceland, Lichtenstein, Luxembourg, Norway, the Netherlands and

¹⁾ 12 months in 1984

Sweden are granted this right after a stay of five years.¹⁾

4. Border citizen permit is granted to workers who, although they have a job in Switzerland, are resident in a border zone of a neighbouring country, returning daily to their home.
5. Short term residence permit has been created in order to meet the needs of the foreign residents that are following vocational courses or are being trained in Switzerland during a period of six to twelve months. Au pair girls can also be allowed to stay for one year.

The integration of the foreign residents into the Swiss community has always been fostered by the authorities, as well as efforts towards a more satisfactory juridical status set against backgrounds such as personality, family, society and profession. These efforts have been undertaken with two other goals in mind:

- a) the updating of the present laws in order to answer both new Swiss and international points of view.
- b) providing a juridical ~~frame~~ for policy toward foreign residents.

The willingness to work towards better status has been materialized in the shape of a new bill concerning foreign residents. The bill was approved by the Parliament but met refusal at popular vote on the 6th of June 1982. The reasons generally set forth in favor of a refusal are:

- 1) the growing number of the foreign residents
- 2) the influx of refugees
- 3) insecurity on the labour market.

It must be remembered also that this failure was preceded in 1981 by another refusal of the "solidarity" project, which plaided in favor of a new policy towards foreign residents, aiming at the improvement of the latter's position, especially by abolishing the status of seasonal worker.

¹⁾ In 1984, Italian citizens - which make up nearly one half of immigrated communities in the country - will also be granted this right.

III THE IMMIGRANT WORKER'S SITUATION FROM THE POINT OF VIEW OF INFORMATION

Right from its beginning in 1970, the Federal Commission for Foreign Residents' Affairs (CFE), whose headquarters is in Bern, has made pioneering efforts in the domain of information. The CFE has a permanent secretary's office employing four persons, and was founded shortly after the popular vote of June 1970, which represented the second attempt aimed against foreign influence in Switzerland. The rising debate was extremely hot and passionate. At the present time, CFE consists of a body of experts of 27 members¹⁾, and the main goal is directed towards fostering more objective debates about the rights of the foreign residents in Switzerland. In 1973, the Commission presented an epoch-making analysis of the causes of the tensions between native and foreign citizens, throwing light on the embarrassment felt by an important part of the Swiss population. Beyond the simple recognition of the fact, the Commission proposes a set of measures giving the foreign resident possibility to enter *de facto* and *de jure* our national community. Moreover, the CFE has set up a program of action concerning the teaching of languages, vocational training and information. Again, the Commission maintains close relations with the mass-media, the different social groups (employers' organizations, trade unions), national Churches, teachers' unions, social assistance organizations - especially with groups working with the particular problems of foreign residents, and friendship associations of Swiss and foreigners - representatives of towns and communes, social insurance companies, women's and youth organizations. The CFE also keeps always in touch with the representatives of the foreign residents' associations. Twice a year, these organize debates on themes they have chosen.

We believe that information, as an essential instrument, is the real keystone of integration viewed as mutual

¹⁾ 5 of whom are representatives of immigrated communities.

respect and sharing of the different cultures brought together and living side by side, and must

eradicate suspicion

erase prejudices

dispel fears.

These goals are seen as the prerequisite of any debate concerning foreign residents.

Efforts to distinguish different types of the needed information, depending on whether it shall be directed to the new immigrant or the long time resident, have been undertaken, and adapted to the educational backgrounds of the individuals concerned. It is a well-known fact that oral and written information supplement one another if they are well balanced and in harmony. In the recruiting of qualified representatives, it was found that having recourse to foreign residents was a very positive thing especially in the case of translations and drawing up of information. I will give two examples.

In the first place, a brochure "How to live and work in Switzerland" was edited in collaboration with foreign residents, the target reader being the foreigner living abroad and planning to come to Switzerland in order to get a job. The brochure was written in the potential migrant's mother tongue, and provided him/her, before leaving his/her homeland, with an overview of Switzerland's living and working conditions, as well as with information about immigration legislation. In the leaflet, the potential migrant will be shown for example how to conclude a working agreement and what he or she will have to do upon arrival. When decision has been taken to emigrate, and the foreigner eventually comes to Switzerland, he/she will be handed two more brochures, on and after the end of 1983.

In the second place, the informative leaflet "What shall I do after compulsory school?" translated in eight of the main immigrant languages in Switzerland (French, German, Italian, Spanish, Portuguese, Turkish, Greek and Serbian) is handed

out only to foreign residents in Switzerland. This brochure is the fruit of the cooperation between the CFE, the Swiss Conference for Public Education at canton level (CDIP), the Swiss Association for School and Vocational Guidance (ASOSP), the Federal Office for Industry, Engineering and Labour (OFIAMT), and of course the representatives of the foreigners' own associations.

As it turned out, many parents are at a loss when they have to take a decision about their children's future job or further education. Where to find the necessary information? How to find out about vocational training in Switzerland, its potentials and requirements? The brochure "What shall I do after compulsory school?" attempts to answer these questions and gives a list of useful addresses. In order to supplement this very concise apparatus, the CFE is preparing illustrated document series composed of handbooks and transparents for retroprojectors. This will hopefully make dialogue easier between foreign residents and vocational guidance workers. It is essential for the latter to fully understand the problems inherent to international migrations.

Turning to the problem of the relations between the Swiss and foreign workers, the CFE designed in 1978 an audio-visual program called "We all in Switzerland", which includes one 16 mm film with two series of slides in French, German, and partly in Italian and Spanish. All this material can be lendred free of charge as well as the group leader's handbooks.

In cooperation with the CFE, working groups and friendship centers have arised in different towns and regions through the impulse of private, church or more rarely official organisms. Today there are in Switzerland about 40 institutions, each organized and financed in its own way, working for better understanding and friendship between the Swiss and foreign residents. Several of these institution publish either fortnightly or quarterly plurilingual information bulletins.

Foreigners' press in Switzerland is plentiful and manifold. Most typically, it is a newspaper or bulletin issued by the different associations of foreigners. Thus, there are nine Italian newspapers, of which six appear monthly:

Corriere degli Italiani
Lo Specchio
Arcobaleno
Emigrazione
L'Echo
Incontri

"L'Emigrazione", which appears twice a month, "La Ruota", a quarterly, as well as a brand new bilingual periodical "La Romandia" in French and Italian.

On the Spanish side, there are four publications:

Joc
Chispa
Emigración

that are issued fortnightly, and "Generación", a quarterly. Again, special radio programs are being broadcasted to the different national groups (Italian, Spanish, Greek, Turkish and Yugoslav). Of Switzerland's three national radio stations (RDRS: German Switzerland, RSR: French Switzerland and RSI: Italian Switzerland), the second is responsible for these programs, which mostly consist of folklore, entertainment and news from home. This small number of programs may come somewhat as a surprise. However, many foreigners can directly listen to the programs broadcasted in their homeland.

For the moment, there are television programs only for Italians and Spaniards. "Un'ora per voi - Settimanale per gli Italiani che lavorano in Svizzera" is broadcasted once a week for Italians and lasts one hour on the third channel of the Italian Swiss Television.

The Spaniards can watch the fortnightly program "Tele-Revista" for a quarter of an hour. It is also broadcasted on the third channel of the Italian Swiss Television. A petition has been presented by a group of Italians

appealing to Italian and Swiss authorities in order to be able to receive the Italian television programs in Switzerland. Already 25 000 names have been collected. Another side of the information fostering better mutual understanding is represented by the research topics of the CFE, which are published regularly in "Information". They are supported by the mass media and are aimed at the general public. Among these topics, we can find:

- Foreigners' rôle and importance in Switzerland (from the social, demographic, and economic point of view)
- Reasons for the international migrations of workers
- Human problems encountered by the foreign residents
- Cultural, social and political structures of the migrant's home country
- Guest worker's participation to public life in their new country

IV REVIEW AND EVALUATION OF RESEARCH CARRIED OUT IN SWITZERLAND IN THE FIELD OF INFORMATION

It must be said that unfortunately, as far as I know, no research has ever been done in the field of information for foreign workers. Everything in this respect has yet to be done.

During a seminar organized for some time ago by the CFE for different groups working on the relations between the Swiss and foreign residents, and concerning vocational training for foreigners, it became apparent that this topic had been little studied in the universities. This is why we welcome the Conference of Tampere which offers an extremely stimulating setting for the international research on the subject.

V BIBLIOGRAPHY OF THE MOST IMPORTANT STUDIES ABOUT IMMIGRATION IN SWITZERLAND

Federal Commission for Foreign Residents' Affairs (CFE):

- Memoir concerning foreign residents' problems (Concept concernant le problème des étrangers), Bern 1973/1975 (available in French, German and Italian).
- Handbook "Foreigners in the commune" (Manuel "Les étrangers dans la commune"), Bern 1979 (available in French, German, Italian and Spanish).
- Report on the balance between the figures for Swiss and foreign residents' population (Rapport équilibré entre le chiffre de la population suisse et celui de la population étrangère résidente), Bern 1979 (available in French and German).
- Young foreign residents, problems and solutions (Les jeunes étrangers, problèmes et solutions possibles), Bern 1980 (available in French and German; abridged version available also in English, Italian and Spanish).
- Cultural aspects of the problem of the foreign residents (Les aspects culturels du problème des étrangers), Bern 1979 (available in French and German).

Commission of the Reformed Churches (Bernhard Ryter)
Menschen kommen zu uns..., Menschen bleiben..., Menschen gehen... (People com to us..., people stay..., people go...) Frauenkappelen 1979

Les travailleurs étrangers - chance et tourment de la Suisse (The foreign workers - chance and trouble of Switzerland). Lausanne 1966 (Hermann-Michel Hagmann).

Le rôle de la main-d'oeuvre étrangère dans l'évolution du marché suisse du travail (The rôle of foreign workers in the evolution of Swiss labour market), Neuchâtel 1978 (Jean-Philippe Widmer).

L'immigration étrangère en Suisse à l'heure de l'intégration européenne (Foreign immigration in Switzerland at the time of European Integration), Geneva 1969 (Augustin Macheret).

VI DESCRIPTION OF A NATIONAL SUB-PROJECT TO BE INCLUDED IN THE MAIN PROJECT "THE ROLE OF INFORMATION IN THE REALIZATION OF THE HUMAN RIGHTS OF MIGRANT WORKERS"

This national sub-project concerns six main points:

1. History of the foreign immigration to Switzerland in the 19th and 20th centuries. The place and role of Switzerland in the field of international migrations.
2. Statistical facts about the foreign resident population in Switzerland.
3. Switzerland's immigration policy
4. The role of Switzerland in the fostering of the Human Rights: what is Switzerland's point of view? How does it contribute to the setting of a real statute of the guest worker in our land?
5. Finding what specific information is needed
 - a) for the foreign residents
 - b) for the Swiss citizens, about the phenomena of immigration.

Detailed description of today's situation; an analysis of the information structures and evaluation of their functioning; content analysis and impact of the latter upon the general public. Survey of desiderata.
6. Proposals for a policy of communication and exchange.

14. National Report of United Kingdom

The Role of the Mass Media in the Communication
Environment of Ethnic Minorities in Britain
(re-drafted version).

by Charles Husband, School of Social Analysis,
University of Bradford

The role of information in defending and advancing the human and civil rights of migrants and ethnic minorities has been the subject of a number of international reports and agreements. Hujanen (1980) usefully summarises these and particularly discusses the potential of the mass media. He notes that three general functions of the mass media are often stressed, these being: "(1) the contribution of the mass media as information and a mobilising factor to the implementation of socio-economic development programmes, (2) the mass media as a channel of education, (3) the role of the mass media in protecting cultural and linguistic plurality." (Hujanen 1980 p.14). These issues have recently received further discussion under the auspices of a U.N.E.S.C.O. funded conference on "The role of information in the realisation of the human rights of migrant workers". The final report of that conference concludes, *inter alia*, that,

- Because of their legal status and socio-economic position migrant workers often have poor access to normal channels of communication and, therefore, cannot fully realise their human right to freedom of expression and opinion.
- Mass media and other means of communication can contribute to the promotion of basic human rights and, therefore, it is important to guarantee to migrant workers equal access to and participation in them.
- The right of migrant workers to receive regular information in their own language, covering both their country of origin and the host country is vital . . .

(Tampere, Finland, June 1983)

This paper seeks to respond to Hujanen's paper and the concerns of the U.N.E.S.C.O. conference by offering an outline of the communication situation of ethnic minorities in Britain, with a focus upon the range

and impact of the mass media. In the last three decades Britain has drawn in a large number of migrant workers to fuel the British economy, the majority of those who have stayed now have rights of settlement and in that sense are not part of the transitory work force which is often implied by the term migrant worker. However, integration of 'Asian' and 'West Indian' settlers in Britain has been obstructed by the racism among the indigenous white population which has not only contributed to the location of these ethnic communities at the bottom of the socio-economic system, it has also imposed an ethnic consciousness on the very large proportion of British born 'second generation immigrants', who are denied a subjective sense of their *de jure* Britishness. Thus after a brief introduction to the background to migration into Britain this paper will focus upon the role of the mass media in the communication situation of ethnic minorities in Britain.

Despite the long existence of Britain as a nation state and despite the powerful mythology of British identity one commentator has observed that "The British are clearly among the most ethnically composite of the Europeans" (Geipel, 1969, p.162). Whilst I suspect that this argument involves a strange use of the concept ethnic, it is certainly true that contemporary Britain exists as the end product of a very long period of history during which time invasion by Romans, Angles, Saxons and Normans was followed by less bloody additions to our population through immigration. Not that this immigration is a central part of our spontaneous self-image. Britishness is more likely to be defined in terms of the deeds of our emigrants - who discovered America, conquered Africa and civilised India - than in terms of illustrious immigrants. None-the-less immigration has been a recurrent feature of British history.

In the seventeenth century an estimated 80 - 100 Thousand Protestant Huguenots fled to England; where ironically many assisted William of Orange in his suppression of the Catholic Irish. In the mid-nineteenth century the 'clearances' from the land and the famine led to a very large movement of Irish labour into England and Scotland. And it has been estimated that between 1875 and 1914 approximately 120,000 European Jews came to Britain. Something of the background of immigration into Britain can be found in Holmes (1978).

The nineteenth century Irish immigrants provided an essential labour force which carried out much of the heavy and unpleasant work, such as the construction of railways and canals. So too in Britain after the Second World War Irish labour again came in to meet a demand for labour. At that time they were joined by Poles, Ukrainians, and Estonians who saw themselves as refugees rather than migrant workers. From the early 1950s West Indian immigration into Britain increased following the restriction of their entry into America. This was followed in the 1960s by a growing flow of migration from the Indian sub-continent. This 'coloured immigration' as it was called became the focus of growing grass roots racism and political disquiet such that discussion of immigration then, and now, has tended to focus upon the Afro-Caribbean and 'Asian' migrants to the neglect of the Cypriot, Italian, Chinese and other ethnic communities which have developed in post-war Britain. A summary of the process of migration can be found in Braham (1982) and a discussion of aspects of the political response in Husband (1982 b).

Of importance for a discussion of the human rights of migrant workers is the change introduced into the British situation by the passing of a series of Acts of Parliament aimed at restricting immigration. The 1962 and 1968 Commonwealth Immigration Acts initially led to a rapid escalation in the rate of immigration as workers sought to avoid controls

on their entry. But subsequently these Acts brought cyclical migration to an end as members of a family returning to their homeland were unlikely to be able to be replaced by a relative, who would in turn remit money home. Thus increasingly migrant workers found themselves becoming settlers. Therefore, in any discussion of ethnic minority communities in Britain one must take into account how long the community has been settled, and whether they view themselves as migrant workers, settled immigrant British citizens, refugees, or British born citizens belonging to a specific community of culture. Recent books by Phizacklea and Miles (1980), Miles (1982), Rex and Tomlinson (1979) and the Centre for Contemporary Cultural Studies (1982) provide a range of empirical data and theoretical approaches which demonstrate the development and significance of such distinctions.

These same references will also indicate a further crucial feature of the pattern of settlement of migrants in Britain. It is highly localised, by city, and within cities. Thus most migrant communities have a geographical and urban concentration which facilitates the development of social networks and the creation of a culturally specific infrastructure of institutions and resources. As a recent edition of Race Today (May/June 1983) points out this is not true in all instances and does not apply, for example, to the population of Latin American refugees and migrant workers concentrated in London.

There is not the space to develop an analysis of the nature and location of the very different immigrant populations which exist in Britain: but that difference must be born in mind in relation to everything that follows.

The British National Press

Within the constraints of a brief over-view such as this the writer must exercise a series of relatively arbitrary editorial choices. Perhaps

the most important one made here is to allow, relatively, so much space to the dominant (white) national media. This arises from my belief that they have been critical in defining the meanings to be attached to the process of immigration into Britain. Essentially this has been achieved in relation to the settled white communities and the existing political institutions. But importantly the national media have provided a filtered access to British society and culture for immigrant populations (e.g. Faulkner (1975)) and have provided a daily indication of their relative invisibility in the majority media; complemented by infrequent stereotypical appearances. They have defined the context within which the ethnic minority media have operated. Additionally there is remarkably little published work on the communication situation of migrant communities in Britain. In the following section I will use the term mainstream national press to refer to the fleet street dailies such as The Times, The Daily Express or The Sun, rather than to those papers produced by the ethnic minority press which may be available throughout the United Kingdom, but which do not appear in all newspaper stalls as a matter of course.

Racial categories are readily available within British culture (Husband (1982), Barker, (1981); and yet their availability does not of itself account for the vigour with which they were applied to the migration of labour in Britain from 1948. The British mass media represent a significant mechanism in this process. At a crucial point in the reporting of migration into Britain it was estimated that only 0.09 per cent of journalists working on British newspapers were black (Morrison 1975) and thus it is reasonable to anticipate a particular bias in the British (white) press. Indeed the ethnocentrism of the British news media has been identified in relation to Germans (Postgate and Vallance, 1937), German Jews (Sharp, 1964) and in reporting the Irish

(McCann 1973). More particularly there is considerable empirical evidence of 'racial' bias within the British news media (e.g. Butterworth, 1962; Hartmann and Husband, 1971; Hartmann et al, 1974; Hartmann and Husband, 1974; Husband, 1975; Evans, 1977; Downing, 1980).

A content analysis of the Times, Guardian, Daily Express and Mirror from 1963 to 1970 demonstrated that within that period one issue had dominated press reporting of the situation. As Hartmann et al reported:

The question of 'Immigration' is the one to which the press devoted the most attention and which it effectively defines as one of the key issues concerning race in Britain . . . Immigration as portrayed by the press is not simply a matter of coloured people coming to settle in the country, it is more centrally a matter of keeping them out. From the point of view outlined (above) it does not matter greatly that the material we have classified under this heading was a mixture of news reports about control measures instituted, of politicians urging stricter control or defending the right of Kenyan Asians to enter, of explanations of how the control measures might be evaded, or reports of coloured people being refused entry, or of editorials or letters taking up opposing sides on the issue - and the material contained all this. What is important is that central to this coverage is the theme of keeping the blacks out. That, according to our papers, is what immigration is mainly about.

(Hartmann et al, 1974, p.127, emphasis added)

Significantly, Hartmann et al found a common account of what was taking place in Britain in all four papers. Despite wide editorial differences, and regardless of whether they had themselves taken a 'liberal' (Guardian) or 'hostile' stance (Express) to immigration of black persons into Britain, they did agree on what the issues were: Britain had an immigration problem: A problem of 'coloured immigration'. Chritcher et al (1977) demonstrated that over a comparable period immigration had been a major aspect of the reporting of race relations in The Provincial press; where immigration was 'defined almost

exclusively as a problem of control'. It is difficult to adequately estimate the tremendous significance of this definition of events being so persistently central to the reporting of the migration of labour in the 1960s. The focus on 'coloured immigration' not only denied the very large number of white immigrants entering Britain, it also positively cued the potent racial categorisation and stereotyping which was latent in the white readership. Whilst the settlement of immigrants from the Indian sub-continent and from the Caribbean was highly localised in relatively few conurbations in Britain (Rose et al 1969), the effect of the national press was to ensure that everyone throughout Britain was provided with an account of events in terms of racial categories employed within the framework of an immigration crisis. The centrality of this definition of the situation in the press has already been indicated by the content analyses. It was still necessary to demonstrate that this press reporting had an impact upon its audience.

Evidence for this was forthcoming in survey data provided by Hartmann and Husband (1974). They interviewed white school children and adults in areas of Britain as far apart as Glasgow and Southampton, and selected their sample so as to tap areas of high black settlement, areas of low black settlement and areas where there had been virtually no black immigration. Their findings indicated that regardless of where they lived, the people they interviewed held a remarkably similar picture of current events. It was a picture characterised by a coloured immigration problem, in which there were far too many 'coloured immigrants' entering Britain and there was a real need to control or stop this immigration. Indeed the definition of events Hartmann and Husband obtained from the interviewees was found to match that which their content analysis had demonstrated in the press, and the interviewees indicated in many instances that they had derived their information from the mass

media. Thus for very many (white) people, Britain in the 1960s was in the midst of a threatening immigration crisis, this despite their lack of personal experience of such immigration.

Philacklea and Miles (1980) have recently discussed the development of white working class racism in terms of the 'objective' conditions in which the ethnic encounter took place in a particular London borough. Here they ground their analysis in the class context of the interethnic contact. The findings of Bartmann and Husband (1974) do not contradict the analysis of Philacklea and Miles, they do, however, point to the shaping of events in terms of racial categories in the absence of any direct contact. Thus the growing anti-black attitudes of the 1960s and 1970s may have had their focus in areas of multi-ethnic contact in a relatively few urban centres, but the political impact of this was amplified by the same perspective being diffused throughout the electorate nationally.

Throughout the 1960s and the 1970s the reality of the situation in Britain has been an increasingly explicit racism in response to the settlement of black labour (Sivanandan 1976 Husband 1982b). The very vehemence and ubiquity of racist practice threatened the stable 'legitimacy' of the white 'superiority' by showing it to be based upon discrimination, prejudice and exploitation. Thus in this context defining these events in terms of an "immigration problem" directed attention upon the symptoms created by white racism, not upon the racism itself. The particular connotations carried in the category "immigrant" were splendidly ambiguous and thus well suited to the situation. This failure to confront the increasing racism was additionally facilitated by the fact that a significant element in the British national mythology is a belief in British tolerance (Husband 1975). Despite the reality of British history which records a recurrent resistance to admitting aliens and resentment, and indeed active hostility, to those admitted, this self image has sustained a remarkable vitality. In this century alone there has been vociferous opposition to the entry of East European Jews (Gartner,

1960; Garrard 1971) and to German Jews (Sharf 1964). Thus in the 1960s and 1970s immigration was a word which carried with it the echo of earlier 'invasions', and floods of alien immigrants, whilst on the other hand it was capable of tapping the mythic potency of British tolerance, Britain the haven of refugees. Immigration then was a concept with rich cultural meanings (Husband 1977); a way of conceptualizing the events of the 1960s which allowed for an insistence on immigration controls out of a concern for those immigrants already admitted!

However, it would be incorrect to discuss 'race relations' as a unique process developing independently of other events and forces in Britain. The emerging definition of Britain's 'immigration problem' took place in a society which was simultaneously negotiating other stresses. Throughout the 1960s and into the 1970s Britain had been a society experiencing changes independent of those initiated by immigration. Hall et al (1978) in particular have identified the challenge to consensus politics and to established cultural patterns in that period. 'Society under threat' was the dominant theme of the times and was expressed in relation to a wide range of British life. Chibnell (1977) in an analysis of national press reporting at the time noted the emergence of society under threat as a linking concept in a variety of stories. The potency of such linking concepts as 'the violent society' or 'society under threat' lay in their ability to generate a self fulfilling reality in facilitating 'moral panics' (Cohen, 1973) in relation to such perceived threats as sexual permissiveness, drug abuse, political violence and criminal violence.

The 'immigration problem' then did not emerge in an otherwise stable consensus. On the contrary the immigration issue arose at a time when the social order was in a period marked by perceived change and flux. The definition of British race relations in terms of an 'immigration problem' facilitated the scape-goating of immigrant, ethnically distinct groups during

a period of economic and social conflict, and in so doing directed the focus of attention away from the true characteristics and cause of that conflict. In a period of social conflict within (white) Britain the emergence of an 'immigration problem and specifically a coloured immigration problem, generated a spurious sense of national unity in the collective and familiar enterprise of resisting an external threat. The symbolic connotations evoked in the category 'immigrant' not only stigmatized the emerging black communities in Britain, it also reaffirmed the normality of white Britain.

When in August 1972 President Amin expelled all British Asians from Uganda, Britain was faced with acknowledging her responsibility to ethnically Asian persons resident in East Africa who held by rights United Kingdom and Commonwealth passports. As Murphy and Ward (1974) detailed, the British Government endeavoured to evade this responsibility; having already passed the 1968 and 1971 Commonwealth Immigration Acts which were aimed at excluding all but a trickle of black immigrants into Britain. However, such was Amin's intransigence and such was the desperate plight of the Ugandan Asians, who were refugees rather than immigrants that the British Government relented. Interestingly, Kuepper, Lackey and Swinerton (1975) observed that -

"The reputed middle-class backgrounds of the Ugandan Asians and their desirable occupational skills were dominant themes of the press. British newspapers helped relate the sensitive story of intelligent human beings, forced to move from their country and to settle on a 'Tiny island' which was not sure it had room for them. The 'liberal' press played a crucial role in the Autumn of 1972 unfolding of this migration... True media, and particularly television, attempted to forge a close link between the Asians' basically British way of life in East Africa and the social milieu of Britain." (Kuepper et al 1975 pp 56-7)

If this type of coverage countered the imagery of 'floods' of 'invading' Asians also found within the mainstream national press at the time, it may

have helped to undermine a reflex rejection of 'yet more coloured immigrants'. Immigration remained a recurrent theme within party politics in Britain and provided the context within neo-Fascist, racist organizations like the National Front could prosper throughout the 1970s (Walker 1977). The mainstream national press continued to reflect this racist sentiment and occasionally provided flamboyant outbursts of anti-immigrant prejudice; as for example in 1976 with banner headlines announcing unanticipated large levels of black immigration, and horror stories of immigrants living in luxury hotels at local authority expense. (Evans 1976)

More recently Troyna (1982) and (1981) has demonstrated that the British national and local press have continued to report events in such a way as to marginalise the equal citizenship of the black British immigrants who entered Britain in the 1960s and 1970s. Particularly he has shown that in the reporting of an extreme right wing, and racist, political organization, the National Front, the mainstream national press have underplayed the racist core of National Front politics in concentrating upon the challenge to law and order created by the anti-racist opposition to the National Front. In Troyna's words: "Because parliamentary democracy is held to be sacrosanct, and the free expression of opinion is seen as pivotal to the process, the 'freedom' of black people to be protected from the NF's racial insults is consistently overlooked." (Troyna 1982 p274) Troyna concludes that for the mainstream national press "blacks exist outside the mainstream of British society." In the 1970s the underlying ethos of the mainstream national press has shifted from a stereotypical concern with an 'immigration crisis' toward a contemporary concern with 'aliens within' and the consequent threat to 'the British way of life'. This was perhaps best represented in the much quoted statement of Mrs. Thatcher, who in 1978 in a television interview noted that it was not easy to get clear figures from the Home Office about immigration but estimated that by the end of the century there would be four

million people from the New Commonwealth or Pakistan in Britain. She went on to say, "Now that is an awful lot and I think it means that people are really rather afraid that this country might be rather swamped by people with a different culture, and you know, the British character has done so much for democracy, for law, and done so much throughout the world that if there is any fear that it might be swamped, people are going to react and be rather hostile to those coming in. So if you want good race relations, you have got to allay people's fears on numbers..."

Those white Britain's who share such sentiments, and we must assume it is the majority, will not have taken any comfort from the press and television reports of the rioting in major cities of Britain during the Summer of 1981. Britain is a racially divided society with explicit discrimination and institutional racism (Smith 1977, C.C.C.S. 1982), it remains the case that the mainstream national press essentially addresses itself to an assumed white audience, and thereby signals to their black readers their marginality in Britain. Importantly, Bartmann et al (1974), Kuepper et al (1977) and Troyna (1982) all note that the mainstream press has also recurrently noted the liberal and tolerant credentials of Britain as a social democracy. In doing so at one level they have helped to mystify the true nature of racism and prejudice against migrants in Britain by reinforcing the white British self-stereotype. At a different level, however, in making explicit the liberal values of British politics they provide an ideological point of leverage for disadvantaged ethnic communities who may seek to invoke these official values in support of their campaign for improved treatment within Britain. The evidence of the success of such pressure in recent decades is, however, not very positive, (see for example; Heinemann (1972), Hill and Issacharoff (1971) and Edwards and Batley (1978)).

British Television

British Television has echoed the 'white British' hegemony which has been sketched in the mainstream press. Television news and current affairs programmes have tended to reflect the news values and news stories of the national press. (Downing (1975), (1980), Freeth (1982)); though Tunber (1982) details the sensitivity which television journalists have developed in understanding the ways in which they may influence the very events they are reporting. British television drama and entertainment programming has on the other hand tended to ignore the multi-ethnic reality of Britain through the late 1960s to the present. A series of empirical studies demonstrated the relative invisibility of British ethnic minority characters in television drama and light entertainment. (B.B.C. (1972); Equity Coloured Artist's Committee (1974); Anwar and Shang (1982). These same reports have also reported that the few roles which are occupied by ethnic minority actors are often of a minor nature or involve a stereotypical representation of their ethnic groups. Even where innovatory all black series such as The Fosters or Empire Road have temporarily been introduced they have been challenged by black critics as distorting Afro-Caribbean or Asian experience in Britain. (Shabazz (1976), Husband (1979)).

A recently completed, but as yet unpublished, study of 'The Attitudes of Ethnic Minorities to Television Programmes; with special reference to Light Entertainment and Drama.' (Jones and Dungey, forthcoming) reports that both Asian and Afro-Caribbean young people preferred American made programmes, and that for example for Afro-Caribbean boys and girls one of the most popular programmes was Different Strokes; an American programme in which two black boys live with a white millionaire and his daughter. Mind Your Language a British made comedy series constructed almost entirely from ethnic caricatures was found to be very popular among Asian boys and girls. This is an unobtrusive measure of the lack of choice for young people, who as the

research indicated, had preference for programming with ethnically compatible characters. This same study reported the anxiety of Asian parents regarding the potentially harmful effects of Television in eroding traditional codes of morality and behaviour. West Indian parents too were critical of Television in terms of it presenting a biased representation of Caribbean life and view of British life which was biased toward the world of the white middle class.

Both B.B.C. Television and its commercial Independent Television companies now have programmes specifically for the Asian and Afro-Caribbean populations in Britain. The other immigrant communities have no such provision. The problem with the B.B.C.'s Asian Magazine, Charbar, (aimed at Asian women), and Ebony and Channel Four's Black on Black and Eastern Eye is that they implicitly group immigrant communities into categories which may be meaningful to white Britons but are hardly acceptable to the migrant communities. Thus Pakistanis, Bangladeshis, Indians and 'East African Asians' must all share the programming of Asian Magazine and Eastern Eye; whilst all 'West Indians' interests must be met within Ebony or Black on Black. Thus what to the white audience may seem like a reasonable gesture toward 'Asians' and 'West Indians' can only be regarded as entirely unsatisfactory by the members of the different ethnic communities who must share an approximate 4 hours television per week. Not surprisingly, these constraints of time and audience diversity generate painful choices for the producers of these programmes. In the relatively new Black on Black on Channel 4 it is already the case that the black producer has chosen to go for a format of each programme containing a range of items aimed at keeping a wide audience; rather than doing a different topic in depth in each programme. This model also means that the programme largely responds to popular interests in music, entertainment, and current affairs which are already established in the Afro-Caribbean community. Thus it is serving interests which are already largely catered for through other media, such as records or the ethnic press.

To some extent the emergence of the new Channel Four television station in 1982 after much political and commercial lobbying has acted as a catalyst for ethnic communities to develop their critique of British television. Channel Four was given its franchise on the understanding that it would create high quality programming to meet the need of a wide range of minority interests; including the immigrant ethnic communities. This, and the stated progressive intentions of management and senior editorial staff created expectations among black producers, journalists and activists which have now resulted in a critique of not only the content of television programmes but also the staffing and management of television. (Saakana (1982), Freeth (1982), Cohen and Gardner (1982)). Black activists are no longer seeking better content in programming they are seeking for better access to power in the institutions. This is reflected in the formation of the Black Media Workers Association (Morris 1982) to act as a pressure group for Asian and Afro-Caribbean interests.

The Ethnic Minority Press

The number and diversity of ethnic minority newspapers in Britain is matched only by the almost total lack of research, or even descriptive, information upon them. In the production of this paper, search of the abstracts has thrown up an ample supply of reports on North American ethnic minority press, but virtually nothing on the British situation. However, inquiry does indicate that it would seem to be an unlucky ethnic minority which could not find, perhaps with some effort, a paper in its own mother tongue. An article by Anthony Mascarenhas in the Sunday Times of April 3rd 1983 reports that - "At the last count, the commission for Racial Equality listed 35 Asian vernacular publications in Britain for the estimated 2,000,000 people of Asian origin who live here. There were nine Urdu papers, (one daily), eight Bengali, six Punjabi, four Gujarati, three Hindi, two each in Chinese and Tamil, and one in Telegu, a South Indian language. And the commission does not

record at least 20 other papers in Asian languages, mainly belonging to expatriate "revolutionary" groups. Not mentioned by Mascarenhas, but also listed by the Commission for Racial Equality, are such papers as The Caribbean Times, The Weekly Gleaner and West Indian World, all of which are weeklies serving the West Indian communities in Britain. For a large number of ethnic communities it is also possible to obtain a paper which to some extent reflects their own political or religious preference within their larger ethnic boundary. This would seem to be the case for the Polish and the 'Asian' communities for example. The Polish communities in Britain, for example, have the choice of the Polish Daily, the Polish Week, a weekly produced to reflect the interests of Polish Catholics called Sunday and the Lutheran monthly called the Evangelical Herald; (all the names are translated from their Polish original). These papers are produced in London, there is also a Polish language magazine called Culture which is imported from Paris. The Estonian communities import a daily paper from Canada. The national papers of several European countries such as Italy, France, Germany and Greece are also available in large cities with migrant populations.

In general the situation in Britain is that there is a considerable range of newspapers which are directed at relatively specific ethnic communities. The diversity of papers and the specificity of their audience also increases dramatically when the probable hundreds of community newspapers, with circulations in tens of hundreds rather than thousands, are added to the total production of ethnic minority newsprint. Given that fact, it is interesting to note the total neglect, or highly peripheral mention given to the ethnic minority press, both national and local, in the many ethnographies of ethnic communities in Britain which have been published over the last three decades. In the following paragraphs of this section I will follow the bias in what little literature there is in primarily discussing the Afro-Caribbean and 'Asian' ethnic press.

Since literacy in written English may be assumed to be lower among the first generation of Indian, Bangladeshi and Pakistani settlers in Britain than among the equivalent white population, in terms of occupation and class position, we may anticipate that this population will be smaller consumers of the mainstream national press than their white British, or British Afro-Caribbean contemporaries. This literacy barrier may be a factor which may accentuate any cultural predisposition to consume the relevant ethnic newspapers. In the absence of any published readership surveys this must, however, remain as speculation. Equally, there are almost no empirical analyses of the content of the ethnic minority press. A search of the last 5 years of Race Relations Abstracts revealed only 2 works: Singh (1979) and Shanshor and Russell (1976) have written on the Punjabi press in Britain. Singh reports that - "In order of prominence, the news of political changes in the Punjab appear on the front page and occupy more space, and political news of the central Indian Government takes the second place. None of the three papers devotes any space to International and British hard news". This may have been true of the papers he sampled at the time of writing, it may be that there has been a relative change since. Certainly, Anwar (1980) notes in some detail the role of the 'Asian' press in Britain in discussing the issues relevant to the different ethnic communities during the 1979 General Election.

The ethnic minority press are regarded by 'informed sources' as serving two general functions for their readers which may vary in relative importance depending upon the specific ethnic community and the particular paper. These functions are to keep the reader informed of events in the country of emigration and to provide a partisan commentary on the experience and concerns of the ethnic community in Britain. Ratcliffe in a survey of 'Asian' and 'West Indian' respondents in Birmingham noted that - "newspapers provided the major source of up-to-date news from the homeland." (Ratcliffe 1981,p32). Singh (1979) discusses the way in which the Punjabi press has provided a

platform for discussing the divisions within the Punjabi communities. He notes that the Punjabi press carried sensational stories dealing with inter-caste marriages and that they in general perpetuated caste differences. He also noted that, "In situations of actual racial conflict, the press provides an extremely useful medium for the expression of the emotions and the anger of the community: a safety valve." (p10). His account of the editorial stance of the Punjabi press portrays it as being moderate and placatory toward white society. This is not a position taken by all the ethnic press. Race Today, for example is a magazine which presents a radical analysis of British racism and places this in an international perspective. In many British cities there are also small circulation local ethnic community weekly's or monthly's which offer a critical commentary on events in their town and community.

An article by Holland (1981) is particularly valuable in analyzing the way the mainstream national press, the local evening paper and the West Indian World report the same event. On the 19th January 1981 in the early hours of the morning a birthday party in New Cross, London, ended in a devastating fire which eventually killed thirteen and injured approximately thirty persons. All the dead and most of the partygoers were young black people. In the context of a long history of racist assaults in London and elsewhere this fire bombing created a very angry response among the black community in New Cross. Holland's article points out the racism which characterized the reporting of this event in the national press. On the local press and the West Indian World, Holland observes that: "Just like the nationals, the local papers work to a preconceived notion of what is news and how it should be reported, but because the actors in its stories are also its readers, because, in other words, its dramas are about those very local people who will buy the paper and their friends and neighbours, opportunities for the sort of type casting and over-dramatisation indulged in by the national press are greatly reduced. A crucial difference when we are considering the fire story is that almost all of the readers of West Indian World and a high proportion of the readers of the South

East London Mercury are black. With a black readership it was just not possible for them to construct their stories around white outrage, like the Daily Mail, or to present the view of black people that we saw in the national press." (Holland, 1981, p67).

Holland's article is exceptional in that it includes an ethnic minority paper in an analysis of the reporting of a black community in Britain; and in this instance clearly illustrates the partisan position of the West Indian World which "aligned itself with the black community and offered £5,000 reward for evidence that would lead to the conviction of the killers." Importantly also Holland demonstrates the relevance of examining the commercial basis of local and ethnic minority media.

In the absence of data I can only offer some speculative comments based on discussion with those working in the media. For the ethnic minority press which publishes in Britain there are a variety of problems arising from their small circulation figures, relative to those of the fleet street daily's. Advertising agency's have chosen not to advertise traditional consumer products in the minority press on the grounds that their circulation figures are too low, and that their readers can effectively be tapped through the appropriate mainstream paper. Thus the revenue for the ethnic minority press is disproportionately weighted toward the sale price of each issue. This may also be possibly natched by diseconomies in production. With small production runs, there are likely to be higher capital over-heads per unit. Not least of which may be the fact that the minority language print and setting capital equipment may well be under utilised through lack of a wide range of publications on a permanent production schedule. However, it would be incorrect to assume that all ethnic minority papers are produced on a shoe string with archaic technology. Mascarenhas for example, reports that - "Punjabi and Gujarati newspapers have computerised setting and are printed in four colours. Topping them all is Sing Tao, a Chinese daily, produced by an

expensive facsimile transmission by satellite from Hong Kong to an ultra-modern printing plant on the outskirts of London." Elsewhere in his article Mascarenhas notes that Sing Tao is losing £6,000 per week on this European edition, and that another Chinese daily paper, Wen Wei Po, which is part of a powerful Hong Kong group is losing £100,000 per year in Britain. Similar international connections are reported by Mascarenhas as sustaining an Urdu language newspaper, Nawai Wakt. He reports that "Nawai Wakt is part of a prosperous chain of newspapers in Pakistan, (which) ... finds it more economical to produce an "international" edition in Karachi from material telecast daily from London and then flown here for distribution." Clearly then there is a great variation in the financial backing available for different ethnic minority papers.

Distribution may also be a problem with some of the large retail outlets not being willing to stock minority papers. Thus finance is likely to be a fundamental problem for many of the indigenous ethnic minority papers. This may then feed back into a further difficulty in terms of being able to pay, train and retain staff. Ethnic minority journalists and some white members of the National Union of journalists have for many years been active in making public the inadequate recruitment and training of ethnic minority persons in the national press. (see for example Morrison 1975) Thus there has been a limited pool of trained journalists to staff the ethnic minority press. Also for those who are qualified there has recently been evidence of recruitment of ethnic minority staff by the national media and thus this pool has been tapped, but not necessarily replenished. At a conference of ethnic minority journalists held in 1980, and sponsored by the Commission for Racial Equality, the lack of training opportunities was identified as a major reason for the under representation of blacks in journalism. As a response to this a one year course for black journalists will start at the Polytechnic of Central London in September 1983. The course, financed by the Manpower Services Commission

will provide twenty places of which half will be in radio journalism and half in print journalism. This positive initiative will be interesting to monitor in terms of the extent to which the graduates make a contribution to developing a more professional ethnic press, or become co-opted into presenting a 'professional', and hence white, product in major national and regional newspapers and television companies.

The above paragraph has been remarkably tentative and euphemistic; even for something written by an Englishman, in English. However, it is an appropriate reflection of my ignorance regarding the structure of the ethnic minority press and the absence of published studies.

Other Channels of Communication

Britain is now covered by a network of local radio stations which are controlled by the British Broadcasting Corporation or by the Independent Broadcasting Authority. This means that in most towns people can tune to a commercial and a B.B.C. local radio station. The fact that these stations have a local, rather than national audience means that the particular ethnic composition of the city and its environs can be reflected in the programming. Given the highly specific patterns of settlement of ethnic communities this allows for the selection of some programming in the language of the dominant 'immigrant' communities. Thus local radio has become a channel for entertainment and current affairs programmes targeted at distinct ethnic communities. These 'minority' programmes tend to be exactly that; be allotted a very distinct minority of the broadcasting time: perhaps as little as one hour per week in 1978 (Anwar 1978). They tend to be produced by individuals hired on a part-time basis who provide low cost programming. Pascal (1982) provides a bitter account of his experience with B.B.C. Radio London where his programme Black Londoners has an estimated daily audience of 45,000.

Whilst local radio may continue to be under-resourced and limited in the hours of programming; there can be little doubt that it is a powerful medium in terms of having a large and regular audience within the target

audience. Whether the programming that exists represents the heterogeneity and sometimes opposed views within local ethnic communities must be a matter of doubt. I doubt that all media gate-keepers are white media professionals.

The last few years have seen the development of a new diversity in books printed in Britain. Not only have major established publishing houses such as Longman, Collantz and Heinemann deliberately courted the market for African and Caribbean literature but also an independent black publishing industry has consolidated its position. In a review of "Black bookselling and publishing in London", Hurst (1982) observes that - "The businesses under review are very different from each other, but all share an ethos of self-help, mutual help, concern for the welfare of their own community, especially the rising generation, and a relative lack of interest in material rewards for their work. Secondly, they are specialists. Their stock in trade is the Black experience in history, in various art forms, and in Britain Today. The Black book trade reflects the situation of Black British society, which has now been here for a generation and is here to stay". (Hurst, 1982 p620) Publishers like New Beacon Books, Bogle L'aventure Publications and Race Today Publications provide a source of works on black culture and critical analysis of the situation of the black communities in Britain which have a wide distribution through community bookshops, 'left wing' bookshops and bookshops serving students. I would anticipate that they have a significant proportion of their market in that part of the black population which has an explicit political consciousness of racism in Britain; and with white anti-racists.

A medium of communication which undoubtedly has a more diverse, and extremely large audience is music; particularly among the younger generation. Music as a vehicle for cultural expression and self definition has been an active area of debate. A particular focus for academic analysis has been the role of reggae music in facilitating a growth of black consciousness amongst 'West Indian' British youth, and its expression in Rastafarianism. Troyna (1977) and (1978), Hebdige (1979), Cashmore (1979) and Gilroy (1982)

are among those who have addressed themselves to this phenomenon. It is an area where commercial forces and ethnic cultural dynamics toward autonomy have been linked in a dialectic struggle. Commercial production and distribution has been in pursuit of the contemporary 'essence' in ethnic taste which has in its turn always moved on. What has perhaps been created is a popular musical product which has ambiguous cultural boundaries. This area has abounded with analytic certitude which has not always been well founded. Allen (1982) is a useful corrective.

A further medium of communication which has been active, if intermittent and limited in its audiences, has been ethnic minority drama and dance. In 1976 in a report entitled The Arts Britain Ignores, Khan indicated the richness of cultural activity within the ethnic communities and pointed to the failure of central Government funding to support these initiatives. One response to this report was the creation of The Minorities Arts Advisory Service, (MAAS), as a national information and resource centre for the arts of ethnic minority communities throughout Great Britain. Khan (1980) in Britain's New Arts provides examples of the diversity of ethnic art and MAAS (1982) produce the MAAS Register which lists the artists and groups from many British ethnic communities. Dhondy (1983) puts the history and future of Britain's black theatre in a political perspective and indicates the continuing financial difficulties faced by black theatre groups. There is something of a dilemma for the black theatre in Britain in that it needs access to the large civic and London theatres which advance the legitimation of black actors and authors, thus challenging one of the blockages to the employing of ethnic actors elsewhere in the British theatre and in television. At the same time the politics of their work requires that they continue to service the small halls in the ethnic communities throughout Britain. The two activities are not mutually exclusive but as Dhondy notes there are dangers in attempting to find a balance.

Before concluding this section it is important to at least mention the presence of a nascent black film industry in Britain. There is certainly a growing caucus of independent black film makers, who have for example most recently been active, and vociferous, in seeking to exploit the potential for development which was apparently promised in Channel Four Television's commitment to multicultural programming. Saakana (1982) provides an indication of some of the difficulties encountered. In something of a CATCH 22 situation the previous lack of commercial experience or success of black film makers has made television executives nervous of giving them contracts. There exists a bitter correspondence between representatives of the two parties. One of the most visible successes of the black film makers has been Blacks Britannica which was an examination of racism in Britain, and which has had international visibility and caused some controversy in the United States of America.

For the 'Asian' communities in Britain, film has been an important source of entertainment and a link with the cultures of the Indian sub-continent. In her 1976 report Khan estimated that there were at least 40 full-time Asian cinemas in Britain. It is likely that that situation is now dramatically changed. Videotape recorders are reported to have a very high penetration into Asian households in Britain and this fact has been reflected in the closure of Asian cinemas. A consequence of this trend must be the demise of a community social activity which previously was part of cinema attendance.

Conclusion

The above discussion has reflected the focus upon the mass media of communication set out in Hujanen (1980). My purpose above has been to attempt to provide a largely descriptive account of the channels of communication which are available to the ethnic communities in Britain. In a summary such as this the constraints of limited length create dangerous distortions through omission and reduction. One of the greatest dangers is the invisibility of real communities, in specific towns, with unique histories of migration and

settlement. Only in relation to such specificity can the role of information in the realization of the human rights of particular groups be understood. Their unique social relations within Britain and with the country of emigration must mediate any understanding of the flow of information and media used. (Saijullah Khan 1982)

The published ethnographies, and experience, point to the heterogeneity and structuring within immigrant communities. Differential access to, and control over, information within communities is itself a crucial variable in understanding communication patterns. This may be particularly important at the interface with institutions and channels of communication which are part of the dominant hegemony. Co-option and tokenism can provide a veneer of power and access which has little depth. The descriptive material in the above sections indicates that in Britain the settled immigrant communities have a wide diversity of media which nationally may represent their interests within British society. Given that these communities are themselves permeated by class, generational and religious divisions it is an empirical question as to whose interests are dominant in any particular channel of information. The ethnic communities have very many organizations, and even more loose networks, which must also be built into an analysis of the control of information. The analyses by Rex and Tomlinson (1981) and Tambs-Lyche (1980) in their different ways give a glimpse of the complexity.

This is not an attempt to stereotype ethnic minority communities as particularly pernicious warring factions. It is rather a deliberate attempt to counter the tendency in Britain to homogenize ethnic communities within one category, with implied monolithic culture. (Allen (1982) Bourne (1980) Lawrence (1982)). And equally to locate each ethnic community within the class structure of Britain; whereby to different extents in different communities we must identify the class and ethnic functioning of their own class and cultural elites.

To take a different approach; it is also clear from the above descriptive material that in a very real way the ethnic minority communities are excluded from full participation in the national mass media, and other institutions in Britain. However, racism in Britain is not contested only by its victims. If Britain has a mythology of tolerance, it also has a real liberal tradition with a variety of roots. Thus in any analysis of the role of information in the realization of human rights the massive production of the 'race relations industry' would have to be taken into consideration. The National Council for Civil Liberties, The Runnymede Trust, All Faiths For One Race, The Race Today Collective, The British Council of Churches - Community and Race Relations Unit, The Joint Council for the Welfare of Immigrants, the Campaign Against Racism in The Media, and the Minority Rights Group are just some of the independent agencies and pressure groups which have produced publications and organized or participated in campaigns to protect the rights of minorities in Britain. These have included exposing police harassment of young blacks, opposing racist immigration legislation and opposing deportations. Some pressure groups argue from a libertarian ethos with an acceptance of British social democracy, others arguing from a Marxist analysis are critical of the state, within which racism is but one inevitable oppression. Clearly alliances between such groups and particular ethnic communities may be more or less practicable, pragmatic or persistent.

There is in addition the Commission for Racial Equality. This is a Government funded body set up under an act of Parliament, the Race Relations Act 1976. It has the duties of working towards the elimination of discrimination, the promotion of equality of opportunity and good relations between persons of different racial groups generally; and of keeping under review the working of the Act, and, when required by the Secretary of State or when it otherwise thinks it necessary, to draw up and submit to the Secretary of State proposals for amending it. The C.R.E. has a statutory responsibility

to implement anti-discrimination legislation and to fulfill a promotional role in generating appropriate information. Like many Government agencies, the C.R.E. and its predecessor the Community Relations Commission have been accused of institutional racism, and particularly of being buffer agencies whose function is to focus and coopt minority group initiative and resistance to racism. (Hill and Issacharoff (1971), Katznelson (1973). (For a recent summary of this legislation and policy see Ann Dunnett and Christopher McCrudden (1982), Government Policy and Legislation, E354, Milton Keynes, Open University Press). The role of the C.R.E. and of local Community Relations Councils would certainly be important in any evaluation of the legitimization of sources of information and policies at the local and national level in Britain.

A final variable which is fundamental in any long term sense is the survival of mother tongue fluency and literacy. In Britain there is already great concern that the lack of literacy in the mother tongue is helping cut the younger generation off from relatives in their country of emigration, and from their culture in a wider sense. British Government response to this question has been late and little, and this is now an area of increasing pressure for change.

In seeking to evaluate the role of information in facilitating the human rights of ethnic minorities it is easier to generate data, than it is to ask the right question and to feed the information in the appropriate way to the correct audience. In Britain it is clear that ethnic communities have a developed social infrastructure which is able to exploit a variety of channels of communication. THEY KNOW what these are. In a racist society where immigrant communities experience discrimination, is it helpful for elite researchers to demonstrate the limited access which operates within these ethnic minority channels? Is it helpful to explore the divisive functions they may serve? If it is, it can only be in relation to analysis of their relation

to the hegemony of the majority white institutions. If ethnic minority communities are developing information and communication networks to challenge racism in Britain, and they are; can research help to refine these developments? The answer in abstract must be yes. The answer in reality is that the history of such research permits a worried maybe.

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Appendix 2

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MONDAY, 9 MAY 1983

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COURSE FOR BLACK JOURNALISTS LAUNCHED

The first full-time training course specifically designed to help Afro-Caribbeans and Asians to get into journalism was launched today. The course, which will be financed by the Manpower Services Commission, will be run at the Polytechnic of Central London. It will begin in September and will last a year. It is sanctioned under Section 37 of the Race Relations Act 1976.

The need for such courses was clearly identified at a CRE sponsored conference of ethnic minority journalists, held in 1980, where the lack of training opportunities was cited, by the overwhelming majority of participants, as a major reason for the under representation of blacks in journalism.

Twenty places will be available of which half will be in radio journalism and half in print journalism. Students will be over 19 years old and they will receive the standard MSC allowance. They will be selected on the basis of aptitude and ability, rather than academic qualifications, but they will be expected to take the relevant industry examinations at the end of the course. The course is supported by the National Union of Journalists, the Institute of Journalists, the Newspaper Society, the Guild of British Editors, the National Council for the Training of Journalists and the Joint Advisory Committee for the Training of Radio Journalists.

Commenting on the course, Peter Newsam, CRE Chairman said:

"Ethnic minorities are under represented in many professions. To say "they don't apply for job" is not enough. The reasons must be found and something done about it. The Commission welcomes this initiative and salutes the positive and imaginative approach of the employers and unions concerned and the Manpower Services Commission."

All enquiries about the course should be addressed, in writing, to:

Media Course, (PCL), c/o Information Section, CRE, Elliot House,
10/12 Allington Street, London SW1E 5EH.

Notes for Editors

1. Section 37 of the Race Relations Act, 1976, enables training bodies to provide training for a particular racial group if that racial group is under represented in the work for which training is being provided.
2. The Department of Education and Science have formal approval procedures for all advance courses. The Polytechnic of Central London are obtaining this approval to enable them to provide the training set out in the MSC contract.

ENDS

15. National Report of Yugoslavia
by Aleksandar Spasić, Director, Yugoslav
Institute of Journalism and Miroljub
Radojković, Assistant Professor,
University of Belgrade

The exceptionally lively and extensive flow of economic migration on the European continent, as one of the distinctive features of our times, has reached Yugoslavia as well. In the broadest sense of the word it can be noted that the multifold ensuing consequences in the demographic, social, cultural, psychological, ethical sense can also be depicted among the Yugoslav workers temporarily employed abroad. The more so, as in the period between the two last censuses (in 1971 and 1981) very important, and from the perspective of our theme, indicative changes have occurred in this field in the meantime. They are reflected in the reduced number of those that are employed in foreign countries, for approximately 100,000 workers, and in the enormous increase in the number of their family members who have joined them in the past decade.

According to the "Statistical Yearbook of the SFRY for 1983," and on the basis of the 1971 census, it was determined that about 672,000 Yugoslav citizens were temporarily employed abroad, and that only 92,000 family members lived with them. While according to the 1981 census, the number of migrant workers amounted to 577,863 and the number of their family members to 237,444. As compared to the overall number of migrant workers and members of their family, the major recipient countries are the following: Federal Republic of Germany, Austria, France and Sweden.

The intensification of integration measures which can be noticed at present, only at first glance increases the scope of rights enjoyed by foreign workers. These measures contain a certain number of advantages, but also lead to the discrimination of migrant workers, their alienation, loss of national identity and to a planned assimilation of a selected number of them. Measures of planned integration and assimilation of foreigners are especially expressed in the second and third generations of the population of foreign workers temporarily working in European countries. This is also true in respect to the citizens of the SFRY temporarily employed in foreign countries. Those that fit into the needs of the country of immigration remain working in them for a longer period of time. Most Yugoslav migrant workers remain for a period of 10 years or so.

The latest situation in respect to Yugoslav workers temporarily employed abroad is characterized by the following features: the number of departures for temporary employment in foreign countries decreased; a larger number of families are being reunited in the recipient countries. Accordingly, in the last three to four years the number of workers temporarily employed abroad has ceased to fluctuate.

The main objectives of the Yugoslav policy in this field are predetermined by the fact that migrant workers are considered an integral part of Yugoslavia and its social being. Such an option of the SFRY takes on the form of a constitutional responsibility taken upon the country towards that specific category of its citizens. "Every citizen of the Socialist Federal Republic of Yugoslavia when abroad shall enjoy the protection of the Socialist Federal Republic of Yugoslavia. No citizen of the Socialist Federal Republic of Yugoslavia may be deprived of citizenship, banished or extradited..." In the sense of this supreme legal obligation of the country towards migrant workers, Yugoslavia envisaged the following: "Conditions under which citizens go abroad for the purpose of employment and performance of economic and other activities are determined by law" (Constitution of the SFRY, Articles 200 and 253).

On the basis of this constitutional obligation, the "Law on the Protection of Citizens of the SFRY Temporarily Employed Abroad" was brought in 1980. Regulating the protection of this category of workers on the whole, the Law particularly emphasizes the significance of those forms of protection the implementation of which determines the character of temporariness of their employment in other countries and the permanence of their links with the fatherland. It envisages measures for the education of migrant workers and their family members, the creation of conditions for the education and upbringing of their children, provision of conditions for social, cultural, free time and sport activities, for their informing and other social activities. The mentioned Law also determines the responsibilities of the federation, Socialist republics and Socialist Autonomous provinces as

well as communes in that respect. All these protagonists are obliged, in accordance with the general option of the SFRY, to create conditions for strengthening the national identity of workers temporarily employed abroad, as well as those for their return from foreign countries and complete reintegration in society.

Within the framework of the mentioned aspects of the human rights of migrant workers, The Law on the Protection of SFRY Citizens Temporarily Employed Abroad also stipulates the protection of the right to regular and timely information about their native country, the country of temporary employment and their rights during their work abroad and upon their return to the country. The insistence of Yugoslavia on the protection of its citizens temporarily employed abroad is in compliance with the Final Act of the Conference of Security and Cooperation in Europe, i.e., its part "Economic and Social Aspects of the Migration of Workers", which puts under obligation the countries of the workers' origin to cooperate with the recipient countries. Accordingly, within the framework of advancing labour and other human rights of its workers in the recipient countries, the SFRY promotes all forms of cooperation with the respective institutions and organizations. The SFRY accepts all the measures of their integration in the environment in which they work contributing to the better position of workers and their family members, on condition, that they do not bring into question their links with the native land, national identity, national culture and equal chances for acquiring an education and professional training in the country of immigration. The final and unvaried goal of the SFRY in regard to its citizens temporarily employed abroad has been, and remains to be their return and reintegration into the social economic system. Therefore, their position is in principle and practically, conceived as temporary work and stay abroad, and not as a definite departure or introduction into a lasting emigration.

In the determination and implementation of measures of such a conceived policy of economic emigration, Yugoslavia bears in mind the fact that countries with different socio-economic and

political systems are at stake, but also the jointly accepted obligations from the Final Act of the Helsinki Conference, which, as is known, has sanctioned some common although specific social values of the countries signatories. In that context, the role of information in the exercise of the human rights of Yugoslav migrant workers is conceived in the light of the fact that they have left their homeland temporarily and by free will. It is clear that the citizens of the SFRY who are temporarily employed abroad as well are also exposed to foreign ideological and political influence, the process of the loss of cultural identity, attempts at assimilation and even attempts of drawing them into direct anti-Yugoslav propaganda. This should always be born in mind, considering that they are the only group of migrant workers who legally came from a country with a socio-political system different from that of the recipient country. The SFRY, therefore, has a very big obligation to provide this category of its citizens with all forms of contact with the native land and with adequate and comprehensive information, with a view to achieving the best possible conditions for their return and reintegration in the political and economic system of the SFRY. It is surprising that all the "Laws on Public Information" adopted by the respective republics and provinces, contain provisions to the effect that the socio-political community will exert efforts to secure conditions for the full as possible information of workers temporarily employed abroad. Simply, they continue to be regarded as part of the working class of the SFRY, and are not overreached in their human rights, including the right to communication.

From the above mentioned premises the principle objectives in this field can be derived, namely, the expected role of information intended for Yugoslav migrant workers. This information should contribute to the preservation of their national identity, the development of patriotic feelings and belonging to the Yugoslav, self-management, socialist community, as well as to the strengthening of socialist consciousness and deepening of the brotherhood and unity of Yugoslav nations and nationalities, including the observance of legal and other regulations of the recipient countries.

Therefore, the SFRY is particularly interested in maintaining and expanding the overall links and contacts with its citizens temporarily employed abroad. The readiness of the migrant workers themselves to exert efforts on their part towards the comprehensive strengthening of contacts with the native land is fully counted upon. The self-organizing of Yugoslav citizens temporarily employed abroad is a form of their voluntary gathering and assembling with a view to organizing social activities in their free time. Migrant workers from Yugoslavia set up their clubs and associations in the recipient countries. Within them they engage in activities which promote their cultural and national identity, brotherhood and unity, in accordance with the regulations and with the corresponding material assistance of the countries of immigration, which naturally differ from country to country.

It is estimated that at present there are approximately 1000 clubs of Yugoslav workers temporarily employed in West European countries. The greatest number is in those states which engage the largest number of Yugoslav migrant workers. Accordingly in the Federal Republic of Germany there are about 600, in Austria 140, in Sweden 140, France 130, Switzerland 70, and a much smaller number in Holland, Belgium, Denmark, Luxemburg, Norway and Great Britain. However, forms of cultural, artistic, sport and inter-personal communications within the framework of these clubs, cannot satisfy in full the objectives and needs for information of the SFRY citizens temporarily employed abroad. Therefore, proceeding from its constitutional obligations, as well as those that ensue from the Final Act of the Conference on Security and Cooperation in Europe, the SFRY organizes other forms of information for these workers.

The direct protagonists of informing the Yugoslav citizens temporarily employed abroad are the republics and provinces and their mass media. This is in the spirit of the federative system of the SFRY and constitutional right of all the nations and nationalities in Yugoslavia to be equal in the domain of information, namely, to have the right to the equitably use the languages of all the nations and nationalities. These rights

which apply to the citizens of the SFRY automatically apply to those citizens who are for the time being migrant workers. Since in Yugoslavia citizens are informed on an equitable basis in their mother tongues, which is within the competences of the republics and provinces, they are the ones that have taken upon themselves the greatest part of the responsibility and activities linked to informing the Yugoslav workers temporarily employed abroad. In that respect they are increasingly engaging the communes. The federation and mass media at that level are also obliged to inform migrant workers from Yugoslavia.

Information reaches the Yugoslav workers temporarily employed abroad in a number of ways. To that purpose TANJUG's special services are used, as well as the bulletins of Cultural and Information Centres, daily and other newspapers, specialized programmes of central radio-stations (in the capitals of the republics and provinces), Radio Yugoslavia, TV cassettes, documentary and other films, as well as radio and television programmes that are re-recorded by radio and TV stations in the countries of migration and other means (feature films, books, brochures, exhibitions, etc.). Within the existing material and technical possibilities efforts are exerted to provide Yugoslav workers with as timely information as possible. In the relation to the contents, the role of information is to familiarize the migrant workers as thoroughly as possible with the situation in the home country, and inform them on all measures which are taken for the protection of their rights, their return to the native country and foreign affair events in which Yugoslavia is very present.

The national news agency TANJUG has also introduced specialized news services for Yugoslav workers temporarily employed abroad. These news are broadcasted in Serbo-Croatian and Albanian, and the choice of information covers events in the whole country. The news are received by Cultural and Information Centres of the SFRY and used in preparing their bulletins and information surveys for Yugoslav migrant workers. The material of the TANJUG service for workers temporarily employed abroad is also used by radio and TV stations of the country of immigration which also broadcast programmes for Yugoslav workers temporarily employed abroad.

With a view to informing the Yugoslav citizens temporarily employed abroad, four specialized journals are published: special issues of two daily papers - "Vjesnik" and "Oslobodjenje", the review "Sirena" and "YU novosti". They are circulated in 4-15.000 copies. Their complete contents is devoted to topics of concern to migrant workers.

Apart from specialized journals, the Yugoslav workers temporarily employed have at their disposal all other editions of Yugoslav press. Cultural and Information Centres, diplomatic and consular missions and clubs are subscribed to them. In addition, the workers can subscribe individually or buy in the countries of immigration any Yugoslav newspaper imported. Thirty million copies of newspapers are exported from Yugoslavia, and this number is increasing at a rate of 5 % annually. Daily and weekly newspapers and magazines account for two-thirds of this export. According to the data classified for the first half of 1982, the total export of Yugoslav newspapers amounted to approximately 14,4 million copies. Out of this the greatest number was exported to the Federal Republic of Germany (a country with the most numerous population of Yugoslav migrant workers) - 7,6 million copies. Considerable quantities are also exported to Austria, France, Scandinavian and other countries in which Yugoslav workers are temporarily employed.

More recently the local press (communal and regional) is attaining an ever more significant role in informing the workers temporarily employed abroad. Workers subscribe on an individual basis to local newspapers which come out in their home towns and which contribute to the maintenance of direct links with their place of origin and inform them of events in the language of their nationality. Accordingly, the number of local newspapers that periodically have whole pages devoted to the problems of migrant workers is increasing.

The central radio stations in the SFRY (in the capitals of all the republic and provinces) broadcast in their key informative and political programmes during the day information especially intended for citizens of the SFRY abroad. In addition, these

radio stations also have socialized programmes primarily devoted to this category of SFRY citizens. During the week all of them broadcast a total of 38 hours and 40 minutes of this kind of programme. Proceeding from this fact and expressed need, these radio stations gained approval in a completely legal way to increase the power and range of their transmitters in Europe within the framework of ITU so that specialized and other programmes could be used within the framework of the right to information of the Yugoslav workers temporarily employed in the European countries.

The Yugoslav radio stations, through Yugoslav Radio Television, and its centre for correspondence in Belgrade cooperate with 14 European radio stations which broadcast specialized programmes for Yugoslav citizens temporarily employed abroad. Talk and musical programmes in the languages of the nations and nationalities are sent to the following radio stations: Vienna, Cologne, Paris, Stockholm, Zurich, Hilfersum, Copenhagen, Liege, Salzburg, West Berlin, Frankfurt, Brussels, Luxemburg, and Association of Local Radio of Sweden, where 5 stations broadcast for Yugoslav workers. Among the 14 listed radio stations, the most powerful is Westdeutsche Rundfunk in Cologne, has a magazine type programme for Yugoslav workers daily, from 6.20 to 7.00 p.m. In this programme a different republic or province is presented each day using the material received from the corresponding central radio station.

Radio-Yugoslavia which work on short-waves, is also included in the process of informing the SFRY citizens working abroad. Every day it broadcasts a news programme from 22 to 22.30 taken from one of the republican or provincial radio centres of the SFRY. Once a week "Radio-Yugoslavia" broadcasts a joint news programme in Hungarian and Albanian, so that during the week 3 hours and 50 minutes of programmes are broadcasted in all the languages in which the SFRY citizens are informed. On Saturdays and Sundays (18-12 a.m.) it broadcasts specialized programmes made by central radio stations also.

Information for Yugoslav workers temporarily employed abroad are telecasted as well. In four European countries, Sweden, the

Federal Republic of Germany, France and Holland there are programmes on television for Yugoslavs working there. Corresponding TV programmes which have been prepared in all the republican or provincial TV centres in the SFRY are sent to these stations. This cooperation is effectuated within the Yugoslav Radio Television system, and the coordinator of this cooperation is the Foreign Country Programme of Television Zagreb. Television shows featuring information on the SFRY and from the SFRY, can be watched by Yugoslav migrant workers mainly on a weekly, monthly or occasional basis on the second channel of the regional TV in Cologne (Westdeutscher Rundfunk Fernsehen), first and second channels of Swedish television, channel III of the French TV and on a channel within the Dutch TV network (Hilfersum).

The experience to date indicates that due to the limited scope on national television networks of the countries of immigration, the most suitable and favourable form of information are TV cassettes. Yugoslav workers temporarily employed abroad, organized in their clubs, use them readily and often, as a source of information on the homeland and motive for gathering and establishing contacts. After the introductory phase of applying TV cassettes there was a short standstill due to a change in the technical standards and equipment for their shooting, namely, telecasting. Now that these problems have been solved and the technical standards on the VHS equipment adjusted, the clubs of Yugoslav workers are buying and installing video-recorders of the same type. TV Belgrade has been entrusted with the task of re-recording and copying video cassettes, within the Yugoslav Radio Television System. All the central TV centres shall send their original supplements for workers temporarily employed abroad, which shall be recorded in the mentioned coordination centre.

Films are also used for informing Yugoslav migrant workers. Each year from 8 to 10 newsreels are ordered from the specialized institution for this type of films "Filmske novosti" and shown to this category of the public. These newsreels are also devoted to the subject matter of migrant workers. They are

reproduced in 22 copies for showing abroad. The Federal Secretariat for Information too buys off each year the best documentary short films of which 22 copies are dispatched to foreign countries, as well as the outstanding feature and documentary films on Yugoslavia and by Yugoslav authors which it sends in 11 copies for showing to SFRY citizens employed abroad.

There is no complete insight of the quantitative and qualitative forms of the implementation of the obligations taken upon the countries in which Yugoslav citizens are employed, those that ensue from the Final Document of the Helsinki Conference. The part "Economic and Social Aspects of the Migration of Workers" states that the State signatories have reached an agreement "to recognize the right of the migrant workers to receive, within existing possibilities, regular information in their native tongue and which pertain to their native country, as well as the country of their employment". It is therefore expected that in the course of putting into operation and implementing the project "Role of Information in the Exercise of Migrant Workers's Human Rights" a better insight shall be gained on the measure of carrying out this obligation.

On the other hand, the study of Dr. Ananije Leković, "The Endangered Identity" received great attention of Yugoslav scientific and political circles as in this work he warns of the strong influence of the so called political emigration from Yugoslavia on workers temporarily employed abroad, through an inexplicably advanced propaganda apparatus. These former collaborators of the Fascist occupier have in the countries which are signatories of the Final Act of the CSCE, 25 printing houses where they publish about 230 journals, magazines, a number of anti-Yugoslav books and leaflets. These same centres quite often use for their propaganda against Yugoslavia radio and TV programmes, as well as the press of the countries which receive Yugoslav economic migrants, thus causing confusion both among the migrant workers and their families, as well as the entire Yugoslav public. Word is not about different views on the development of Yugoslavia, but a direct and unequivocal call for the overthrow of the constitutional order.

A serious research project, with pretensions of comprehensively investigating and describing the role of information in the exercise of the migrant workers human rights cannot avoid this fact.

The more so, if we view the migration flows as phenomena and processes which lead to integration and the division of labour in international proportions, wherein, states boundaries are transformed into bridges of rapprochement among nations, implying the permeation of their cultures, habits, experiences and ideas. Parallel to the extensive flow of economic migration from the SFRY, there is a growing number of relevant research studies on various aspects of this phenomenon. In accordance with the requirement of the organizer, we are listing a selection of, in our opinion, the most relevant publications:

- The SFRY Constitution and Law on the Protection of SFRY Citizens Temporarily Employed Abroad;
- Dr. Ivo Baučić "Social and Economic Consequences of Emigration from Yugoslavia", Geografski glasnik no. 33-34, Zagreb, 1971;
- "The Spirit of Helsinki and the Public Information Media of Yugoslavia and Finland", Yugoslav Institute of Journalism, Belgrade and Department of Journalism and Mass Communication, Tampere;
- Dr. Ružica Čičak-Chand "Social Gatherings of Our Workers Employed Abroad", Bulletin of the Centre for Migration Research, Zagreb, 1977;
- Dr. Miloje Nikolić, "Some Characteristics of Migration from Yugoslavia, Yugoslav Review, No. 1, Belgrade, 1972;
- Dr. Živan Tanić, "The Sociological Explanation of the Migration of Workers" Sociology no. 2, Belgrade, 1973;
- Dr. Ivo Vinski "The Employment of Yugoslavs Abroad", Economic Institute, Zagreb, 1970;
- Dr. Ananije Leković "The Endangered Identity", Press clipping, Belgrade, 1981;
- Dr. Ivo Baučić "The Origin and Structure of Yugoslav Migrant Workers in The Federal Republic of Germany", Centre of Migration Research, Zagreb, 1970;

- Franjo Letić "The Informing and Knowledge of Migrant Workers from the SR of Croatia of Events in the Native Land", Centre for Migration Research, Zagreb, 1977;
- Vjeran Katunarić, "Migration and Family Changes", Migration Research Centre, Zagreb, 1978;
- Radovan D. Milovanović, "The Political Rights of Migrant Workers", Migration Research Centre, Zagreb, 1978;
- "The Statistical Yearbook of the SFRY for 1983", Federal Institute of Statistics, Belgrade.

The research project "The Role of Information in the Exercise of Migrant Workers' Human Rights", proceeded from the concept jointly elaborated by Prof. Dr. Kaarle Nordenstreng (Finland) and Dr. Aleksandar Spasić (Yugoslavia). Therefore, in the investigation of all relevant phenomena it deals with, The Yugoslav Institute of Journalism (Belgrade) will strictly abide by and apply the jointly determined methodology and instruments. It shall also, bearing in mind that word is about an international research project, cooperate with all institutions engaged in sub-projects in their countries. In this context we believe it would be of utmost significance if this project were adopted by consensus of all the participants in the research, which means that at the same time we are exerting efforts for the reaffirmation of the idea that it should be administered by the scientific council composed of the representatives of these institutions. The Yugoslav party shall also comply with the timetable of research activities, which we expect to be determined at the Conference in Tampere.

IV FINAL STATEMENT OF THE CONFERENCE
(including the List of Participants)

Final Statement of the Conference
THE ROLE OF INFORMATION IN THE REALIZATION OF THE HUMAN
RIGHTS OF MIGRANT WORKERS^x
Tampere (Finland), 19-22 June 1983

1. The Conference has its origin in a joint Yugoslav-Finnish seminar on "The Spirit of Helsinki and the Public Information Media of Yugoslavia and Finland" which was held in Belgrade in 1977. The idea was to initiate an international joint study based on the Final Act of the Conference on Security and Co-operation in Europe signed in Helsinki in 1975, and in particular on the chapter dealing with the economic and social aspects of migrant labour.
2. The Conference was opened by the Minister of Labour of Finland Mr. Urpo Leppanen; and attended by participants from 15 countries and UNESCO. The list of participants appears in Appendix I to this Statement. The Conference was organized by the Department of Journalism and Mass Communication at the University of Tampere with the assistance of UNESCO and by the Ministries of Education and Labour in Finland.
3. The participants, having considered the relevant international documents on the subject (see Appendix II to this Statement), agreed that the proposed joint study should be initiated immediately and that it should take into account the following principles:
 - a) The situation of migrant workers should be considered in an inter-related manner, and in relation with general factors, including economic, political, social and cultural factors and the requirements of respect for human rights and human dignity.
 - b) Because of their legal status and socio-economic position migrant workers often have poor access to normal channels of communication and, therefore, cannot fully realize their human right to freedom of expression and opinion.
 - c) Mass media and other means of communication can contribute to the promotion of basic human rights and, therefore, it is important to guarantee to migrant workers equal access to and participation in them.
 - d) The right of migrant workers to receive regular information in their own language, covering both their country of origin and the host country is vital. The countries concerned should seek to develop the necessary conditions for migrant workers and their families to preserve their links with their national culture, and also to adapt themselves to their surrounding language and new cultural environment.
 - e) Migrant workers should not be seen only as receivers of information or objects of cultural adaptation but also as subjects of communication and cultural creation.

^xRealizing that the term 'migrant workers' does not necessarily refer to all categories of migrants, the Conference has nevertheless adopted this term for the sake of concurrence with various documents in this field. The Conference has considered it important that the research to be carried out within the joint study should in principle embrace all those different categories of migrants.

- f) The communication situation of migrant workers is shaped by language, culture and education as well as by socio-economic factors of migration; these factors should therefore form the basis of any communication policy concerning migrant workers.
 - g) Because of the international nature of migration, the countries so affected (especially the CSCE and Magreb countries) should intensify their efforts to realize the basic human rights of migrant workers including co-operation in the field of communications.
4. In the light of the above, the participants agreed further that the joint study should have, inter alia, the following aims and objectives:
- a) The study should promote research concerning the communication situation of migrant workers from the point of view of the human rights and create new solutions to communication policies concerning migrant workers. Taking into account the need of decision- and policy-orientated information about research in this field, the participants have also agreed that the study should further the production and dissemination of such information.
 - b) The study as such should promote the idea of communication policies concerning migrant workers. The participants are convinced that clearly and consciously defined communication policies form an effective method to realize and improve the promotion of the rights of migrant workers.
 - c) The research carried out in connection with the study should produce basic materials for the definition of communication policies concerning migrant workers; and should contribute to the formulation of international measures aiming at the promotion of the human rights of migrant workers in general and in the field of communication in particular.
 - d) The image of migrant workers amongst the population of the host countries in the process of the realization of their human rights depends largely on the way migrant workers are portrayed to the general public. Consequently, it is important that potentially negative effects of the mass media and other means of communication towards migrant workers be taken into consideration.
 - e) The study will consist of sub-projects to be conducted at the national level. The proposed sub-projects appear in Appendix III to this Statement. The Appendix also includes a framework for a comparative inventory of the communication situation of migrant workers based on common variables which have been formulated by the Conference.
5. Participation in the study is open to any interested party which recognizes and accepts the principles which are outlined in this Statement. Any party interested in participating in the joint study should communicate its intention to do so to the organizer of the Conference by the 30th of June 1984. The address of the organizer is: Department of Journalism and Mass Communication, University of Tampere, P.O. Box 607, SF-33101 TAMPERE 10, Finland; Phone 931-156 243, Telex 222 63 TAYK SF.

6. The participants feel strongly that for the success of the study UNESCO and ILO, given their acknowledged competence and responsibility concerning the subject of the study, should be requested to assist and facilitate its co-ordination.
7. It is proposed that at least one meeting be organized for the representatives of the sub-projects in the spring of 1985 in order to guarantee the effective co-ordination of the entire study. Finally, a closing conference should be organized in 1986 for the evaluation of the study and the consideration of its conclusions.

APPENDICES:

List of Participants (Appendix I)

International Documents Relating to the Role of Information in the Realization of the Human Rights of Migrant Workers (Appendix II)

A Report of Working Group at the Conference (Appendix III)

Appendix I

334

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INTERNATIONAL DOCUMENTS RELATING TO THE ROLE OF INFORMATION
IN THE REALIZATION OF THE HUMAN RIGHTS OF MIGRANT WORKERS

- Final Act of the Conference on Security and Co-operation in Europe (Helsinki, 1975). In the chapter "Economic and Social Aspects of Migrant Labour" it confirms the right of migrant workers to receive, as far as possible, regular information in their own language, covering both their country of origin and the host country.
- Convention No. 97 (Revised 1949) of ILO concerning Migration for Employment and Recommendation No. 86 (Revised 1949) of ILO concerning Migration for Employment. Article 8 of the latter document points out: "On arrival in the country of destination, and at a reception centre if such exists, or at the place of residence, migrants and the members of their families shall receive all the documents which they need for their work, their residence and their settlement in the country, as well as information, instruction and advice regarding conditions of life and work, and any other assistance that they may need to adapt themselves to the conditions in the country of immigration."
- Convention No. 143 (1975) of ILO concerning Migrations in Abusive Conditions and the Promotion of Equality of Opportunity and Treatment of Migrant Workers and Recommendation No. 151 (1975) of ILO concerning Migrant Workers. The latter one recommends that migrant workers and their families should be informed, as far as possible, in their mother tongue or, if that is not possible, in language with which they are familiar, of their rights under national law and practice. Further, information should be provided for fellow workers and foremen and supervisors about the situation and the problems of migrant workers.
- Resolutions 31/127/1976, 32/120/1977 and 33/163/T978 of the UN General Assembly concerning the situation of migrant workers. In the resolutions the UN, 1) invites Governments of host countries to make arrangements for information and reception facilities and to put into effect policies relating to training, health, housing and cultural development for migrant workers and their families, and to guarantee the free exercise by them of activities calculated to preserve their cultural values, 2) further invites Governments of countries of origin to give the widest possible dissemination to information designed to provide migrant workers with the fullest possible knowledge of their rights and obligations and to ensure their effective protection, and 3) invites all States, particularly host countries, to give the widest possible dissemination, inter alia through the mass media, to information aimed at promoting better public understanding of the contribution of migrant workers to the economic growth and social and cultural development of those countries and at fostering a climate of mutual understanding.
- Resolution 34/172/1979 of the UN General Assembly emphasizing the relevance of the International Covenants on Human Rights to the situation of migrant workers.
- Resolution E/RES/1749 (LIV, 1979) of ECOSOC where it is affirmed that the situation of migrant workers should be considered "in an interrelated manner, and in relation with general factors, including economic, political, social and cultural factors and the requirements of respect for human rights and human dignity".
- Recommendation No. 16 of the World Conference on Cultural Policies (Mexico City, 1982) ensuring, in general, the conditions necessary for the maintenance of the cultural links of migrant workers with their countries of origin, increasing their opportunities to preserve and develop their cultural identity and facilitating, where appropriate, their reintegration into their

societies of origin; and Recommendation No. 17 of the Conference promoting, by the extension of intercultural practices to the widest possible variety of fields (teaching, social and cultural activities, art, education and creative arts, communication and information), the development and endorsement of the bilingualism and biculturalism of the migrants.

- Declaration of UNESCO on Fundamental Principles Concerning the Contribution of the Mass Media to Strengthening Peace and International Understanding, to the Promotion of Human Rights and to Countering Racism, Apartheid and Incitement to War (Paris, 1978).
- Declaration and Programme of Action of the World Conference to Combat Racism and Racial Discrimination (Geneva, 1978) recommending, inter alia, that migrant workers should be given the opportunity to assemble and to establish organizations, as well as, be given assistance to facilitate communication in their own languages, so as to enable them to articulate their views and promote their specific interests.
- Final Report of the NGO Symposium on "The Right to Communicate" (Paris, 1979) recommending "research into solutions to the situation in which migrant workers find themselves in respect of language, culture and education".
- Final Resolution of the International NGO Conference on Discrimination against Migrant Workers (Geneva, 1975). Following actions are urged by the Conference: 1) The mass media should be urged to offer migrant workers and their families programmes in their own language, the length and listening hour being carefully chosen, in consultation with migrant workers. 2) Newspapers should give more space to articles about the culture, religion and education of migrants and include migrants in their editorial staff. 3) Films from the country of origin and theatrical productions should be encouraged and supported, both by the receiving country and the country of origin; material and financial means should be guaranteed.
- Report of the Seminar on the Human Rights of Migrant Workers (Tunis, 1975) proposing, inter alia, studies on the following topics: 1) The role of mass information media in promoting and protecting the human rights of migrant workers and in fostering harmonious relations between migrants and local populations. 2) The negative use of mass information media against migrant workers. 3) The formulation of effective communications programmes suitable to the needs and facilities of different sending and receiving countries.

More comprehensive review of the documents is presented in the following report:

Taisto Hujanen: The Role of Information in the Realization of the Human Rights of Migrant Workers. Department of Journalism and Mass Communication, University of Tampere, Series B 1/1980.

A REPORT OF WORKING GROUP AT THE CONFERENCE

The participants noted the political implications of research in this area and the risk of ethnocentric and paternalistic bias. However there was a general willingness to develop research as a vehicle for advancing the cause of human rights of migrant workers. The fundamental significance of funding as a possible constraint upon research in this area was noted.

The members from each participating country provided a brief statement on the current or proposed research in their country.

AUSTRIA

A project aimed at examining the communication situation of ethnic minority families, using a case study approach was outlined. The analysis of local communication situation would be complemented by content analysis.

It was anticipated that funding of the order \$ 6 - 7 000 would be forthcoming.

DENMARK

A very positive statement of the need for research was made, and in particular its value to those media personnel producing programming for migrants was noted.

A research project was outlined, which would provide an analysis of radio programmes produced by Danish Radio for migrant workers. The aim of this research would be an evaluation of the extent to which such programmes may facilitate adjustment to life in Denmark. This research will be privately funded.

There was reason to believe that the Social Science Research Council would be interested in developing research upon the social, economic and cultural background of immigrant communities.

CYPRUS

The participant from Cyprus indicated that following the conference he would propose to the relevant authorities a study to determine which bodies are active in disseminating information; to provide an analysis of the content of such communications and an account of the media used. It was hoped that this study would facilitate the development of a consistent communication policy toward migrant workers. It was viewed as probable that funding would be available.

FEDERAL REPUBLIC OF GERMANY

The participant from Germany reported that there was a neglect of research in this area, and that he and others have been unsuccessful in attempting to obtain funding for related projects. He expressed an urgent need for inventory research on the migrants' communication structure, including media access, consumption and acceptance as well as media use for integrative purposes and interpersonal and intercultural network analysis.

FINLAND

It was reported that the Department of Journalism and Mass Communication at the University of Tampere and the Migration Institute in Turku were hoping to cooperate in developing research. Members of the Finnish group attending the conference identified a number of research topics which were highly likely to be funded, or which were in preparation. These included:

A study of cultural identity which would develop a qualitative content analysis methodology of the press coverage on migration; research on inter-personal educational strategies; and on the production of information for migrant groups. It was believed that some research funding would be available to facilitate such research.

LUXEMBOURG

Participants from Luxembourg spoke of the need to establish what was the aim of research and the needs it sought to meet. Projects on the integration of mother tongue and intercultural teaching; and the development of appropriate teaching materials and methods were discussed, but there was doubt that funding would be found. On the other hand more optimism was expressed regarding the possibility of funding for a study of the everyday life of immigrants; including the indigenous populations' perceptions of the migrant workers' way of life.

THE NETHERLANDS

It was reported that recent research had made a significant contribution toward preparing the ground for future research. Hope was expressed that it would be possible to carry out an analysis of the principles underlying media policy in the Netherlands for migrant workers. This would be complemented by an examination of the minority communities' perception of the current situation and future needs. Finally it was argued that there was a need to inventorize the existing ethnic minority media. Necessary funding remains to be sought.

NORWAY

The participants from Norway were able to report that they had started a major project on "Immigrants and Information - A Programme for Informative Preparedness among Immigrants". The project, summarized in their national report, is multifaceted and has concentrated on communication about the migrant population to the indigenous population. It also includes a major content analysis of television, radio and the press.

Another research project entitled "Political asylum in Norway" is in progress. Results from the research will be disseminated to refugee groups and their organizations. This can enable the furthering of human rights situation for political immigrants in Norway.

SWEDEN

It was reported that there are currently a number of projects taking place with the aim of generating information for migrant workers. It was anticipated that there could be funding for the evaluation of these initiatives.

Further it was reported that an action oriented study of communication patterns and social structure is planned in a suburb of Gothenburg. It was also noted that interest exists for investigating the best way to convey information about attitudes and customs both to Swedes and immigrant groups.

SPAIN

The participant from Spain expressed positive support for the international research programme and reported the preparation of informational kits for emigrants which explained their rights in their country of residence and the support available from the Spanish Government.

SWITZERLAND

A further strong statement of support for the research programme was delivered to the Conference, and it was reported that a relevant study would be initiated shortly after the Conference.

THE SOVIET UNION

The participant from the Soviet Union reported that funding will be available for a study of trends in employment in the labour market and of their implications for migrant labour in Europe. This research will be focusing upon settled migrant labour and particularly upon the 'second generation immigrants'.

THE UNITED KINGDOM

The participant from the United Kingdom reported that there is on-going research in mass communication policy which is relevant background to the aims of the programme. Research into the impact of videotape recorders upon immigrant communities and families was discussed; as was a study of the information situation and human rights oriented activity of a specific ethnic community organization. The funding situation for such research was regarded as ambiguous.

YUGOSLAVIA

It was reported that the Institute of Journalism in Belgrade will shortly be initiating a project within the framework of the CSCE Statement and that it will therefore focus on the rights of migrants to receive information in their mother tongue, and will include an examination of the communication situation of migrant worker. The hope was expressed that there could be increased international cooperation in the exchange of information concerning the implementation of single studies.

After deliberation it was decided to recommend that each national project be guided by the following proposals in order that complementarity of research might be maximized.

1. In each country an over-all inventory of the communication situation of migrant workers there should be compiled.
2. In each country of emigration an over-all inventory should be compiled of the flow of information from those countries to their emigrants abroad.

3. In achieving 1 or 2 above, and in other national sub-projects of the joint study, participants should seek to identify with special regard to human rights
- the policy underlying the communication situation of migrant workers.
 - the sources of information.
 - the media of communication.
 - the content of communications especially concerning human rights.
 - the nature of limitations upon participation in the media of communication.
 - the nature of limitations upon the reception of potentially available communications.
 - a record of actual information consumption.
 - the cultural, social, economic and psychological circumstances of the receiver.
 - the selective perception of information.
 - evidence of actions causally related to specific information flow especially realizing human rights.

This check list should be seen as a descriptive guide to facilitating comparability in research rather than a prescriptive requirement.

4. It is strongly urged that participating countries seek to develop bi-lateral or larger cooperative projects and contacts. One such effort should be a comparative study of ways in which information on human rights is presented in participating countries.
5. Efforts should be made to ensure the active participation of migrant workers in the planning and execution of the research projects within this joint study.
6. It was agreed that in the final evaluation of the joint study a reader should be published aiming at more theoretical conclusions concerning the role of information in the realization of the human rights of migrant workers.

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IV PROGRAMME

Conference on

THE ROLE OF INFORMATION IN THE REALIZATION OF THE HUMAN
RIGHTS OF MIGRANT WORKERS

Tampere (Finland), 19-22 June 1983

PROGRAMME

SUNDAY, the 19th of June

ARRIVAL

08.00 pm Reception for the participants already
arrived in the conference place.

MONDAY, the 20th of June

07.30-09.00 am Breakfast

09.30 am Opening of the Conference
Mr. Urpo Leppänen, Minister of Labour (Finland)

09.45 am An Address by Miss Colleen Roach
UNESCO, Sector of Communication

10.00 am General Discussion:
The Role of Information in the Realization
of the Human Rights of Migrant Workers -
The Need for Policy and Research.

11.30 am LUNCH

12.30 pm General Discussion continues

02.30 pm Coffee Break

03.00 pm General Discussion continues

04.00 pm DINNER

05.15 pm Departure to the city of Tampere

06.00 pm Visit at the University of Tampere

06.30 pm Reception at the Town Hall of Tampere

08.00 pm Sight-seeing

About 09.00 pm Return to the conference place

TUESDAY, the 21st of June

07.30-09.00 am Breakfast

09.00 am Working groups:

I The Organization and the General Objectives
of the Project. Discussion is based on the
Draft Resolution sent to the participants.

II The Communication Situation of Migrant
Workers.

The agenda of the group II:

1. Discussion on the national reports prepared for the conference.
2. Presentation of the national sub-projects.
3. Discussion on the comparative aspects of the studies.

11.30 am LUNCH
12.30 pm Discussion in working groups continues
02.30 pm Coffee Break
03.00 pm Discussion in working groups continues
05.00 pm DINNER
07.00 pm Finnish Sauna Party

WEDNESDAY, the 22nd of June

07.30-09.00 am Breakfast
09.00 am Discussion on the Organization and the General Objectives of the Project (Report from working group I).
10.00 am Discussion on national sub-projects and comparative aspects of the project (Report from working group II).
11.00 am Discussion on the resolution of the conference.
11.45 am Closure of the Conference
12.00 am LUNCH
01.30 pm Departure to the city of Tampere

Please notice that swimming pool is open every morning from 06.00 am to 08.00 am.
